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ABSTRACT

This guide provides Economic Dislocation and Worker Adjustment Assistance Act practitioners with information about effective strategies to serve dislocated workers under a variety of local conditions. Chapter 1 describes responsive services and explains the study methods by which examples were selected for this guide and the data collection methods. The remaining nine chapters are organized by type of service. For each service, the guide first identifies the challenges substate areas face in responding to the needs of dislocated workers and then presents examples of strategies substate areas have used to address these challenges. Each chapter presents more detailed case examples of substate areas with responsive services. Some chapters also list examples of resources or materials referenced in the examples. Services described in chapters 2-9 include the following: early intervention services; services to help dislocated workers develop appropriate reemployment plans; services to support dislocated workers during program participation; basic readjustment services, including job search training and assistance and crisis adjustment, job readiness, and relocation assistance; and retraining services, including basic skills, classroom training in occupational skills, and on-the-job training. Chapter 10 highlights ways substate areas promote high-quality services through organizational and staff development procedures. (YLB)

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A GUIDE TO WELL-DEVELOPED SERVICES FOR DISLOCATED WORKERS

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A GUIDE TO WELL-DEVELOPED SERVICES FOR DISLOCATED WORKERS

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1. INTRODUCTION

I. OBJECTIVES

This guide is intended for EDWAA practitioners—including state and substate area policymakers, program planners, and providers serving dislocated workers—as a vehicle for sharing information about effective strategies to serve dislocated workers under a variety of local conditions.

This guide has been prepared for the U.S. Department of Labor (DOL) as part of The Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA), conducted by Social Policy Research Associates (SPR), Berkeley Planning Associates (BPA), and SRI International. The goals of this study are to provide DOL with information about how states and substate areas have implemented key features of the EDWAA legislation and to assist DOL in guiding the development of programs for dislocated workers. As part of this study, field researchers traveled to 70 substate areas and 10 special projects in 24 different states to observe the design, organization, and provision of services to dislocated workers from PY 89 through PY 92.

The types and quality of service to dislocated workers varied greatly among the areas studied. After the first round of data collection, we reported:

> Some substate areas have clearly identified the problems of dislocated workers in their areas and thought through the most effective way to meet those needs, establishing service options appropriate for dislocated workers. Other substate areas are less purposeful in their planning, in part because of a lack of understanding about the needs of dislocated workers and in part because of a lack of information about effective program designs. Furthermore, both states and substate areas appear to be developing program options in isolation, without much sharing of program models either within or across states.[1]

Since that time, more substate areas have acquired expertise in serving dislocated workers and have developed services more responsive to dislocated workers' specific needs. Nonetheless, substantial diversity in the responsiveness of services remains, and relatively little communication among substate areas about effective program designs and procedures has taken place.

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[1] *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act*, (p. IX-14), by K. Dickinson, D. Kogan, et al., Research and Evaluation Report Series 91-G, U.S. Department of Labor, Employment and Training Administration, Washington, D.C., 1992.

This guide is intended to address both these concerns. First, it presents a framework for substate areas to use to assess the responsiveness of their services to the needs of dislocated workers. Second, it presents examples of services developed by substate areas in a variety of environments to address those needs. It is our hope that this guide will help promote a wider dialogue about how to design, organize, and operate effective programs for dislocated workers.

II. RESPONSIVE SERVICES

On the basis of information obtained from site visits to 30 substate areas during EDWAA's first program year, we developed a conceptual model that identifies the specific needs of dislocated workers and provides a framework for describing how well services respond to those needs.

Dislocated workers vary tremendously in terms of their existing skills, previous occupations and industries, and previous wage levels. Yet, despite this diversity in previous experiences, dislocated workers also tend to share special characteristics because of being dislocated. These characteristics often include:

- Significant psychological stress in response to being laid off.
- Little information about current labor market opportunities.
- No recent experience in looking for a job.
- Substantial work experience and work maturity.
- Existing occupational skills that may be obsolete or not in demand in the local economy.
- Financial crisis due to lack of income and substantial household financial obligations.

These characteristics distinguish dislocated workers from both other job seekers and other individuals seeking training. To be responsive both to the diversity of experiences and to the common characteristics of dislocated workers, EDWAA services should include the following:

An early intervention strategy. Early intervention services, which should be provided before layoff or as soon as possible after layoff, include:

- Worker orientation sessions held soon after notice of layoff is received that inform affected workers about EDWAA services, other community resources, and the local labor market.
- Comprehensive prelayoff services, particularly services that address the immediate crisis needs of the affected workers.
- Recruitment of affected workers into ongoing EDWAA services as soon as possible.

Development of individual reemployment plans. Dislocated workers need assistance developing a plan for reemployment, including:

- Assessment of dislocated workers' vocational aptitudes and interests, the transferability of their existing vocational skills to other occupations, and potential barriers to reemployment.
- Assistance identifying immediate and longer-term career goals in stable jobs with wages as high as possible.
- A plan for services to help dislocated workers reach their goals.
- Assessing dislocated workers' progress in meeting their goals and updating service plans as necessary.
- A plan to address the need for income support and supportive services during participation in services.

Delivery of needed basic readjustment services. To be responsive to dislocated workers' needs, basic readjustment services should include:

- Crisis adjustment services (including stress management and financial management services) to help dislocated workers cope with being laid off.
- Job readiness services to help dislocated workers acquire the skills needed in today's workplace.
- Job search training and assistance in finding appropriate jobs, including assistance in finding jobs out of the local area, when necessary.

These services should be sensitive to the distinct needs of dislocated workers, particularly their work maturity and need for reemployment at relatively high wages. In addition, basic readjustment services should be available to those interested in immediate employment as well as to retraining participants.

Delivery of needed retraining services. Because of the tremendous diversity in dislocated workers' previous experience, a broad range of retraining options should be offered. These options should include:

- Training to assist workers with limited basic skills to gain the skills needed in today's labor market, either provided directly or through coordination with other programs.
- Training in occupational skills for new careers, as well as training that builds on existing skills, to prepare dislocated workers for available jobs with high wages.
- Training content and methods that are appropriate for adults with substantial work experience.
- When offered, on-the-job training in positions that match dislocated workers' aptitudes and interests and that provide training in skills needed for stable employment at wages as high as possible.

These services may be provided either directly, through the EDWAA program, or through coordination with other agencies. This model of services that are responsive to the needs of dislocated workers provides the framework for this guide.

III. STUDY METHODS

A. SELECTION OF SUBSTATE AREAS

This guide features examples of practices used in 20 substate areas with particularly well-developed services for dislocated workers. These substate areas were selected through a multi-step process. First, we surveyed all EDWAA substate areas about the organization of ongoing programs and the characteristics of services for dislocated workers. On the basis of the survey responses, we selected 65 substate areas that appeared to have well-developed early intervention, basic readjustment, and retraining services, using the criteria for responsive services presented above. We then conducted in-depth telephone discussions with staff from these substate areas to learn about further details of their dislocated worker programs. Finally, from these substate areas we selected a final sample of 20 that represented substate areas with several well-developed services and that operated in a wide range of local environments.

The guide also presents examples drawn from some of the states and substate areas visited in earlier phases of this study. These states and substate areas were randomly selected to be representative of all EDWAA programs.

B. DATA COLLECTION METHODS

Field researchers conducted site visits to document EDWAA service designs and service delivery practices in substate areas in the sample during PY 92. Their activities included discussions with substate policymakers and administrators, service provider staff, and some current program participants. Whenever possible, site visitors observed early intervention and basic readjustment services. In addition, they reviewed the written case files of a small sample of recently terminated participants and contacted those former participants by telephone to discuss their program experiences and subsequent labor market experiences.

The objective of these site visit activities was to understand how EDWAA services were developed in different contexts. In preparing this guide, we have tried to include examples of effective dislocated worker services in a variety of settings, including rural as well as urban settings, large and small geographic service areas, high and moderate levels of dislocation, and widely differing economic conditions.

IV. ORGANIZATION OF THIS GUIDE

The chapters of this guide are organized by the type of service. For each service, this guide first identifies the challenges that substate areas face in responding to the needs of dislocated workers and then presents examples of strategies that substate areas have used to address these challenges. Whenever possible, multiple examples of each strategy are presented, often of substate areas operating in different environments. Each chapter also presents more detailed case examples of substate areas with responsive services. Some chapters also list examples of resources or materials that are referenced in the examples. These examples are intended to indicate the range of resources available; no endorsements by either DOL or the authors of this guide are intended or implied.

Services described in this guide include:

- Early intervention services, including rapid response activities and early recruitment of dislocated workers into services (Chapter 2).
- Services to help dislocated workers develop appropriate reemployment plans, including assessment, career exploration, and the development of plans for services (Chapter 3), and services to support dislocated workers during program participation (Chapter 4).

- Basic readjustment services, including job search training and assistance (Chapter 5) and crisis adjustment, job readiness, and relocation assistance (Chapter 6).
- Retraining services, including classroom training in basic skills (Chapter 7), classroom training in occupational skills (Chapter 8), and on-the-job training (Chapter 9).

In addition, from the fieldwork conducted for this guide, it is clear that leadership and staff commitment to a client-centered approach is a critical element in developing and implementing responsive services. Chapter 10, therefore, highlights some of the ways that substate areas promote high-quality services through organizational and staff development procedures.

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2. EARLY INTERVENTION SERVICES

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2. EARLY INTERVENTION SERVICES

I. CHALLENGES

"We use rapid response to get all the players working together, get input from the workers about appropriate services, and get service delivery in place before layoff. Our goal is to recruit as many workers as possible into EDWAA services."

As this quote points out, the goal of rapid response is ultimately to intervene quickly and appropriately—helping dislocated workers readjust and find reemployment by providing services as soon as possible. To meet this goal, rapid response and early intervention services need to meet several challenges.

- **Learning about layoffs in the area.**

The first challenge substate areas face is to learn about the layoffs and plant closings in their area. Although the WARN legislation undoubtedly has greatly increased the knowledge of large-scale layoffs, substate areas should not assume that the WARN requirement will make them aware of all large-scale layoffs in their community. Further, in most communities, many eligible workers are dislocated by smaller-scale layoffs. To provide "expeditious response" to these layoffs, substate areas need to develop ways to learn about smaller-scale layoffs.

- **Obtaining cooperation and input from employers and workers in developing services.**

The second challenge is to obtain cooperation and input from both the employer and the affected workers. Even if a formal labor-management committee cannot be established, substate areas need to the obtain cooperation of the employer to gain access to the employees for rapid response activities. In many cases, the employer can contribute resources, either in-kind or cash, to help in the readjustment activities. Employers also have detailed knowledge about the skills of the affected workers and can help identify reemployment opportunities.

Substate areas also need to obtain input from the affected workers about their existing skills, their work experience, and their need for and interest in different types of services. Cooperation of unions or employee organizations can help develop appropriate services, facilitate access to affected workers, and encourage participation in EDWAA services.

- **Providing timely information to affected workers.**

The next challenge is to provide timely, comprehensive information to dislocated workers. Especially when being laid off from long-held jobs, dislocated workers typically have little recent information about what opportunities are available in the current labor market or what resources are available to help them. Thus, the first step in helping dislocated workers develop a reemployment plan is to provide them with comprehensive information as soon as possible.

- **Linking rapid response to early recruitment into services.**

No matter how quickly workers are informed of services or how elaborate the cooperation of labor and management, if rapid response does not link dislocated workers quickly to services, it has not met its goal. Dislocated workers need immediate assistance in coping with being laid off and developing reemployment plans so that they can make full use of their limited financial resources to support themselves during job search or retraining. A critical challenge, therefore, is to link dislocated workers to needed services, either before the layoff or as soon after as possible.

- **Providing experienced staff and a smooth transition to ongoing services.**

The final challenge is to devise state and substate area roles so that experienced, well-qualified staff conduct rapid response activities and that there is a smooth transition from rapid response to ongoing services. The legislation gives states the responsibility for rapid response, but over time a variety of organizational arrangements between states and substate areas have evolved. The amendments to the EDWAA legislation in the 1993 Department of Defense Authorization Act make clear that states cannot transfer responsibility for rapid response but can contract with other entities, such as substate areas, to provide such services.

II. STRATEGIES

A. STRATEGIES TO LEARN ABOUT LAYOFFS IN THE LOCAL AREA

As many substate areas have found, relying on WARN notices alone is not sufficient to inform substate areas about all the layoffs or plant closings in their areas. The General Accounting Office (GAO) estimated that half of the layoffs affecting 50 or more workers were exempt from WARN requirements, primarily because these layoffs affected less than a third of the work force.[1] And employer compliance is often problematic—only half of the employers with layoffs apparently covered by the requirements submitted WARN notices, according to GAO.

Of course, WARN requirements do not apply to smaller-scale layoffs, which account for the majority of dislocated workers in many areas. The EDWAA legislation requires substate areas to identify how they will respond expeditiously to layoffs affecting fewer than 50 workers. Learning about such layoffs is the first step in providing expeditious response.

1. Informing Employers about WARN Requirements

One strategy to learn about more layoffs is to increase employers' awareness of the WARN requirements. Methods that some states and substate areas have used to increase employer awareness include:

- **Direct mailings** describing the WARN requirements, sent by the Governor to all employers in the state.
- **An 800 number** that employers can use to ask questions about WARN (and provide verbal notice before the written notices are filed).
- **Annual employer forums** held by the PIC, at which substate area staff provide information about WARN as well as EDWAA services available to the affected workers.

2. Learning about Layoffs from the Community

The second strategy to learn about layoffs is to develop networks with the employer or labor community. Examples of this approach include:

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[1] *Dislocated Workers: Worker Adjustment and Retraining Notification Act Not Meeting Its Goals*, U.S. General Accounting Office, Washington, D.C., 1993.

- **PIC Members.** Several substate areas rely heavily on their PIC members—both business and labor representatives—who, according to a staff member, "act as scouts in the community" to identify firms closing or laying off workers.
- **Standing Labor-Management Committees.** Several substate areas have established standing labor-management committees, consisting of labor and management representatives. In several cases, these members use their informal contacts in the business and labor communities to obtain early warning about impending layoffs.
- **Experienced Contractors.** One substate area contracted with an organization that was well respected in the employer community. This contractor had a strong advisory board with representatives from business and labor, and was experienced in providing high-quality retraining services to employers (from other funding sources). Employers frequently contacted this provider about their own impending layoffs or layoffs they had heard about from other employers.
- **Broader Substate Area Role.** One substate area played a broader role in the community, helping employers experiencing trouble to access state or private resources to help them. As a result of this "service broker" role, staff were aware of impending layoffs in the firms they were assisting, and, because of their connections, were informed by other employers about layoffs.
- **Other Community Sources.** Other sources of information used by substate areas or states to learn about layoffs include:
  - State and local elected officials.
  - State Job Training Coordinating Council members.
  - Chambers of Commerce.
  - Media announcements.
  - Banks.
  - Former participants.

3. Learning about Layoffs from Other Government Agencies

The third strategy to learn about layoffs is by coordinating with other government agencies. Most commonly, substate areas establish coordination linkages with the **ES/UI systems.** The following are two examples of how coordination with ES/UI has increased knowledge about layoffs.

Examples of Coordinating with ES/UI to Learn about Layoffs

Example #1—Local Coordination with ES/UI. In this substate area, EDWAA and ES/UI staff are collocated. When two or more workers from the same company inquire about UI benefits, ES/UI staff notify EDWAA staff, who then contact the employer to determine the size and timing of the layoff. This process is so efficient that, even when WARN notices are received, the substate area often is already aware of the layoff. One factor that encouraged this sharing of information is that both ES and EDWAA staff receive credit for placing workers who are recruited through collaborative efforts. **Tulare County PIC, Visalia, CA.**

Example #2—State Coordination with ES/UI. The State of Illinois uses the UI payment records to help substate areas identify smaller-scale layoffs. It provides local areas with the names of employers that have laid off 20 or more individuals in the previous 30 days and the names and addresses of the affected workers. **State of Illinois.**

Several states and substate areas have used **economic development agencies** to learn about layoffs. In these cases, economic development agencies notified state or local EDWAA staff when their efforts to assist troubled firms had failed and a layoff or closing could not be averted.

B. STRATEGIES TO OBTAIN COOPERATION AND INPUT FROM EMPLOYERS AND WORKERS

1. Obtaining Cooperation from Employers

"The earlier we obtain cooperation from the employer and the stronger the ties, the better chance we have of developing an effective response to the layoff. Without the employer's cooperation, it's an uphill battle to deliver services."

As this quote from a substate area director indicates, employer cooperation can be the key to providing responsive early intervention services. Not only is employer cooperation important to obtaining information about layoffs, but employers can provide access to the affected workers and additional resources to help in the reemployment strategy. Substate areas have identified the following benefits of working closely with employers:

- **Identifying the affected workers**—including their names, addresses, telephone numbers—which can be used to recruit these workers into EDWAA services.
- Providing key information about the **skills of the affected workers** and the likely transferability of those skills to other industries or occupations.
- Permitting **on-site space and release time** for worker orientations.
- Permitting **on-site prelayoff services**, including providing space for services and release time for attending such services.
- Providing **financial assistance**, including paying directly for some services and/or providing in-kind contributions, such as assistance from human resource personnel.
- Providing **assistance in placing workers**, by identifying potential employers (e.g., competitors, customers, or suppliers) and in "selling" the skills of their workers.

Examples of How Employers Can Enhance Services to Affected Workers

Example #1—Employer Contributions to Design. A defense contractor helped design services for its workers and contributed substantial resources to support those services. The employer suggested the need for on-site workshops, helped the substate area select a contractor to design and provide the workshops, and provided space for an on-site center that housed the workshops. The employer also provided additional staff for counseling services at the on-site center. The employer was also instrumental in developing a computerized job bank, based on a mailing to 12,000 other companies nationwide that employ workers in jobs similar to those affected by the layoff. **Southeastern Connecticut PIC, New London, CT.**

Example #2—Employer Contributions to Services. This substate area has been successful in obtaining assistance from employers to increase the resources available to serve dislocated workers. Examples of employer contributions include release time for participation in services, facilities for orientation meetings and prelayoff workshops, human resource personnel to provide outplacement services, and additional funds to supplement limited EDWAA funds so that workers can be served more quickly. In addition, the substate area offers each employer the option of hiring its staff directly in a fee-for-service arrangement to provide workshops on job search assistance and career counseling. Companies may also choose to pay for all or some portion of the dislocated workers' classroom training. **NOVA, Sunnyvale, CA.**

To establish employer cooperation, typically the rapid response team holds a meeting with the employer soon after the layoff notice is received to obtain information about the affected workers and explore the possibility of ootaining contributions from the employer. The strategies that substate areas used in **employer meetings** to increase cooperation include:

- Emphasizing the **benefits to the employer** from cooperating. Helping workers obtain needed services can improve worker morale, increase productivity on the job, reduce absenteeism and reduce destructive behavior such as sabotage. Further, helping workers obtain reemployment can improve the employer's relationship with the community and reduce UI claims against the employer.
- Emphasizing the **flexibility of services** provided, giving the employer a choice about the types of prelayoff services appropriate for the employees involved. For example, one employer was concerned that workers were angry about the layoff, so the substate areas designed a stress management workshop for those workers.
- **Building trust** and overcoming employers' suspicions that the rapid response team is investigating compliance with government regulation, promoting union goals, or offering welfare to the workers.

In addition to developing employer cooperation at the time of a layoff, some substate areas worked closely with the general employer community to make employers aware of the services offered to them and their employees through EDWAA. As a result of these efforts, employers are more aware of the benefits to them and are more willing to cooperate. Examples of these "public relations" efforts include the following:

- One state produced a 20-minute **video** to inform employers how the various agencies within the government from economic development to EDWAA can work with employers. This video can be shown to employer groups and to an employer experiencing a layoff.
- In several substate areas, **PIC members** (or members of standing labor-management committees, when established) can play an important public relations role in the employer committee, by informing employers about the services that are provided by EDWAA.
- In another substate area, senior staff make **presentations** about their services throughout the employer community, including a locally developed video about EDWAA services. They inform employers how the substate area can work with them before, during, and after layoffs. They emphasize that EDWAA is a free, "results driven" program, and that cooperation is good public relations for the company.

Another strategy to increase employer cooperation is to develop rapid response services aimed directly at the employer. Such services include helping the firm obtain assistance from other agencies and training the employer's staff in how to manage a layoff. Below are three examples of substate areas that have developed employer-oriented services.

Examples of Services for Employers

Example #1—Workshop for Employers. One substate area provides short workshops, usually as a series of brown-bag lunches, for company managers to discuss appropriate ways of managing workers after a layoff notice has been given. These workshops cover strategies for dealing with the inevitable emotional responses of both those laid off and those remaining employed. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Substate Area as Resource Agent for Employers. The lead rapid response coordinator works with the Chamber of Commerce and individual firms to track issues that affect employment in the local area. She identifies firms that are at risk of laying off workers and helps them access appropriate resources. She presents information about these services throughout the community, including a seminar on layoff prevention to the Chamber of Commerce. Because of these employer-based services, employers are very willing to cooperate when layoffs do occur. **Kankakee Valley Job Training Program, Valparaiso, IN.**

Example #3—Helping Avert Future Layoffs. Although this substate area tries to avert layoffs after a notice has been received, staff report little success because it is usually too late to help a firm by the time a WARN notice is filed. Of greater success are this substate area's efforts to work with employers who have already experienced one layoff to avert additional layoffs. Examples of assistance provided by this substate area to improve the employer's competitiveness include helping firms obtain state funds to upgrade their remaining workers' skills and helping them obtain grants from other sources, such as defense conversion assistance. **NOVA, Sunnyvale, CA.**

2. Obtaining Cooperation from Employee Groups and Unions

"Without the union, I would have been skeptical about the help they were promising—I had a negative image of social workers."

As this quote from a dislocated worker indicates, another key to successful early intervention is obtaining cooperation from unions or from worker representatives. The primary benefit of working closely with unions or worker representatives is **greater acceptance** of EDWAA services by the workers. Workers are more likely to see the information and services as beneficial to them with strong union support or leadership from trusted coworkers.

Unions and worker representatives also can provide valuable **information about the affected workers**, including the need for crisis assistance, basic skills remediation, and retraining, and can help **identify the skills** of the affected workers and their transferability to other industries or occupations. Finally, unions or worker representatives can provide **peer support** to the affected workers, helping them cope with the trauma of being laid off.

In addition to establishing labor-management committees, described below, substate areas have developed several strategies to involve unions or employee organizations in the design and delivery of EDWAA services.

- **Contracting with union organizations** to provide EDWAA services. Several states and local areas have contracted with labor organizations to conduct rapid response and/or provide EDWAA services.
- Involving unions and worker representatives in **worker orientation meetings**. Several substate areas arranged for unions to present the assistance that they can make available to dislocated workers during worker orientation meetings. In one substate area, the union was available after the orientation meeting to set up appointments for community services.
- **Hiring former dislocated workers** as EDWAA staff.
- The State of Washington's rapid response plan requires that a labor-management committee or other **employment organization participate in the development of EDWAA services**. Seattle sets up a labor-management committee in all plants; for unionized plants, it works directly with the union in planning services for the affected workers.

Examples of Working with Unions

Example #1—Using Union Facilities. In one layoff, the workers were uncomfortable with receiving government assistance, so the substate area established a satellite office in the union hall to conduct intake into EDWAA, which the substate area felt increased the recruitment rate from this layoff. **The Working Connection, Fort Worth, TX.**

Example #2—Using Union Members as Peer Counselors. Illinois funds a peer counseling program for unionized plants with layoffs of more than 200 workers. This substate area applied for the program, the union local identified appropriate candidates, and a shop steward was chosen as a peer counselor. The substate area found her assistance invaluable in countering rumors, referring workers to other services—particularly mental health, housing, and financial counseling agencies—contacting workers who had not applied for services and encouraging them to participate, and keeping in touch with those in retraining. **SDA #14, Galesburg, IL.**

3. Obtaining Input from Affected Workers

In addition to obtaining input from unions or employee representatives, many substate areas conduct **surveys of all affected employees** to help plan services. Information obtained in these surveys includes:

- Name, address, telephone number and a contact person who will know how to find the worker should he or she move, to follow up on those who do not apply for services.
- Educational level.
- Work history, including identification of job skills, other skills or talents, and interests.
- Financial situation, including current income, debts, mortgage and car payments, and minimum acceptable salary.
- Interest in services, including both those offered by EDWAA and those offered by other agencies.
- Interest in relocation; acceptable length of commute.
- Barriers to employment. In addition to the usual barriers, some surveys include not having looked for work in the last 5 years or lack of a driver's license as barriers to employment.

Examples of worker surveys are presented in Appendices 2-1 to 2-3.

The results of these surveys are used to **plan services** appropriate to the needs of workers from a specific layoff. Although most substate areas hand out the survey at the orientation meeting and use the results to plan subsequent services, some conduct the survey **before the orientation meeting** and arrange for presentations by agencies providing services in high demand by the workers from each layoff.

Two other benefits of the survey were identified. First, filling out the survey **encourages workers' commitment** to services by helping them consider what services they would find helpful. Second, several substate areas have designed their surveys to be used as **input to developing individual service strategies**. As they fill out the surveys, the workers begin thinking about their reemployment goals, their barriers to reaching those goals, and the services needed to overcome those barriers.

Another innovative strategy to obtain input from workers, used by one substate area for a layoff with substantial advance warning, is to conduct a series of **"focus groups"** with small groups of workers to obtain information about the type and format for services needed.

Examples of Conducting Worker Surveys

Example #1—Survey to Design Services and Encourage Participation. This substate area distributes the survey at the orientation meeting. The results are used to determine the need for services—in one recent layoff, basic skills training was added to the services after many workers indicated that they needed such services. Because this substate area feels that filling out the survey bolsters the workers' decision to apply, those who do not return a survey are contacted personally and encouraged to do so. **SDA #14, Galesburg, IL.**

Example #2—Survey Distributed by the Employer. This substate area asks the company to distribute the survey to the affected workers and has workers return it to the company's human resource department, a procedure that they found increases the response rate. Workers are asked to take the survey home to complete it because the substate area wants to encourage families to fill out the survey together so they all start thinking about the issues that it raises. The results of the survey are used to plan services for a specific layoff, to document workers' needs for any applications for National Reserve Funds, and to lay the groundwork for individual service planning. **The Job Council, Medford, OR.**

4. Obtaining Joint Labor-Management Cooperation

The EDWAA legislation encourages the development of labor-management committees to obtain the advantages of working with both employers and worker representatives. The EDWAA legislation specifies that the promotion of labor-management committees is an allowable rapid response expense. The legislation's definition of such committees, based on the "Canadian Model," includes:

- Equal participation by labor and management.
- Shared financial contribution between the employer and state.
- A neutral chair, selected by the committee.
- The ability to respond flexibly to the needs of affected workers by devising a strategy for assessing the needs of each dislocated worker and obtaining services to meet those needs.
- Formal agreements to establish the committee.
- Activities to identify local job opportunities for the affected workers.

Labor-management committees provide a vehicle to obtain cooperation of both employers and worker representatives and thus to realize the benefits of working closely with both, as identified above. In addition, several states and substate areas found additional benefits to having a joint committee per se. Having an on-site presence helps in **"rumor control"** by answering questions that arise and providing accurate information about what is happening. One substate area indicated that the committee is very **beneficial to those "left behind,"** by bolstering their morale. Establishing a formal committee also helps **reassure the community** that organized efforts are being made to help the affected workers. Further, a joint committee **facilitates the planning of services**, allowing for discussions among the employer and workers about the appropriate services.

Nonetheless, states and substate areas have encountered several problems in establishing labor-management committees, including:

- Problems in selecting worker representatives when the **workforce is not unionized**.
- Concern that **anti-union sentiment** in some areas is too high and that employers would be less willing to cooperate with EDWAA if the idea of a joint committee was introduced.
- Concern that it is **too time consuming** to establish a committee for each layoff. Specifically, some substate areas found it difficult to identify neutral chairs and to educate committee members about the complex requirements of EDWAA. One substate area found formal committees cumbersome and inefficient. (*"All we need is another committee."*)

Substate areas have addressed these problems in a number of ways. **Flexibility** seems the key in establishing labor-management committees in plants without unions. Many non-unionized plants have some type of worker group established that can identify appropriate representatives. If not, several substate areas indicated that they ask the personnel department to identify individuals who have leadership skills and good communication skills, and who have contact with a variety of types of workers.

Overcoming employer resistance to labor-management committees is not easy, but the most successful approach seems to be to present the concept matter-of-factly as "the *way* that rapid response is conducted under EDWAA." Emphasizing the benefits in terms of improved morale and improved communication is another strategy used by several substate areas. Even as simple a strategy as referring to labor-management committees by another name seems to help—alternatives used by some substate areas include "Transition Team," "Joint Adjustment Committee," and "Community Task Force."

One approach to reducing the time required to establish a committee is to make the selection of a neutral chair more efficient. Several substate areas have negotiated agreements with several potential chairs ahead of time and allow the committee to choose among these preselected candidates. Another approach is to have the substate area staff serve as chair in routine layoffs, reserving neutral third parties for situations with tense labor-management relations.

Below are five examples of state and substate areas that have adopted some of these approaches to establishing labor-management committees.

Examples of Using Labor-Management Committees

Example #1. Tennessee believes that rapid response goes much more smoothly with a labor-management committee in place, particularly because rumors are more easily controlled and peer support is available for the employees. The DWU presents the concept to employers as "the way that rapid response is conducted." If the plant is not unionized, the committee is referred to as a "Community Task Force." Even in non-union plants, the DWU usually has found some type of worker group from which representatives can be selected. To facilitate formation of committees, substate areas must identify potential neutral chairs in their plans. **State of Tennessee.**

Example #2. Another substate area routinely establishes labor-management committees, sometimes renamed "Transition Team," for all large-scale layoffs. The primary benefit is to get labor involved, which is seen as the key to getting employees to "buy into" services and as greatly easing recruitment. Staff are very aware of the possibility of tension between labor and management and try to be flexible in the design of the committee. In some cases, substate area staff chair the committee; in more tense situations, a neutral outsider is chosen. For one recent large layoff with substantial lead time, the state conducted a workshop for the committee members on how to work together. This committee then took the leading role in designing the rapid response and prelayoff services. **Western Indiana PIC, Terre Haute, IN.**

Example #3. This substate area forms labor-management committees for both large- and small-scale layoffs. The substate area relies on these committees to provide information about worker characteristics and needs, to communicate information back to workers and the company (to control rumors), and to advise on the services needed by the affected workers. In non-unionized plants, the staff encourage the selection of worker representatives who have lots of contact with the workers. In previous layoffs, they have included a human resource counselor and a popular physical fitness instructor to act as employee representatives. They also try to include line managers, who are the workers' more direct link with company management, to serve as management representatives. The philosophy is that some form of active committee is very beneficial, and they can be flexible about its form. This substate area has not found it necessary to use neutral chairs to obtain cooperation. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #4. This substate area establishes labor-management committees that are very active in designing services. To obtain cooperation from employers and to select neutral chairs, this substate area relies on help from an existing community committee, established with broader goals of improving labor and management relations in the county. This community committee is composed of corporate leaders, labor representatives, federal and state mediators, clergy, educational leaders, and a wide range of community and economic development organizations.

Once established, labor-management committees meet several times to plan orientation meetings and prelayoff services appropriate for the affected workers. It is the responsibility of the neutral chair to obtain contributions from the employer to help with the rapid response efforts and to establish an atmosphere of cooperation, helping labor and management get beyond anger and distrust to plan the future. The chair also networks with other agencies to obtain their cooperation in serving the affected workers. **Allegheny County, Pittsburgh, PA.**

Example #5. Another substate area routinely establishes "Joint Adjustment Committees" to help in the design of services and the recruitment of workers. Although joint participation is desired, in one case where the employer refused to participate, the substate area staffed the committee and worked with the union representatives to develop appropriate services. **Wayne County PIC, Dearborn, MI.**

To address the time required to establish committees, some substate areas have established **standing labor-management committees**, composed of community representatives from labor and business. Although these standing committees lack detailed information about specific layoffs, they can help increase access to both the employer and workers and can provide general guidance about appropriate services for dislocated workers.

Examples of Standing Labor-Management Committees

Example #1—Standing Committee in Geographically Dispersed Area. This substate area serves mostly small-scale layoffs, so it is not practical to establish a labor-management committee for each layoff. Instead, the staff established a standing committee, composed of labor and management representatives from each of the six counties served, plus one local elected official. The committee's role is to assist the staff in gaining cooperation from the employer and worker representatives during rapid response, advertising the EDWAA services throughout the community, and helping employers at risk obtain help to avert layoffs. The committee also advises on the design of the types of services available to dislocated workers, a role that is particularly important because most of the services in this substate area are integrated with similar Title II-A services. **North Central Indiana PIC, Peru, IN.**

Example #2—Standing Committee in Urban Area. In Montana, a single EDWAA contractor provides services throughout the state. In one city, the Chamber of Commerce established a standing labor-management committee to advise on the dislocations in the areas, which were mostly small scale. The 12 members included representatives of local labor unions, business, and public officials. **Montana Balance of State, Helena, MT.**

C. STRATEGIES TO PROVIDE TIMELY INFORMATION TO AFFECTED WORKERS

Dislocated workers need timely information to help them develop a reemployment plan as quickly as possible. Especially when dislocated from a long-held job, dislocated workers may have little idea what their opportunities are in the current labor market, how to cope emotionally and financially with being laid off, and what help is available to them, either through EDWAA or through other agencies in the community.

Although the legislation does not specifically call for a meeting with all affected workers (only worker representatives), most states and substate areas conduct general worker orientation meetings as part of their rapid response activities. DOL has indicated that the minimum federal expectation is that rapid response include a "general meeting for potentially affected employees describing the services and resources which are/will be available, and reference materials on State and local services/assistance and on local labor market conditions/employment opportunities" (DOL training materials on rapid response).

The content and organization of these orientation sessions vary markedly, however. Further, some areas conduct orientation meetings only for large-scale layoffs with advance warning, while others also reach workers from smaller-scale layoffs or dislocations without advance notice. Below we highlight several strategies that states and substate areas have developed to provide comprehensive information to workers from all types of dislocations.

1. Comprehensive Orientation Sessions

States and substate areas that merely describe EDWAA services in the orientation meeting are missing an important opportunity to help dislocated workers access all the assistance that they need and begin thinking about their reemployment strategies. Several states and substate areas use the orientation meeting to provide more **comprehensive information**.

First, workers are provided with information about a **wide range of community assistance.** Most commonly, these meetings include presentations from ES/UI staff about ES services, how to apply for UI, the length and level of benefits, and job search requirements while participating in retraining. Frequently educational agencies will also make presentations. Many orientations include information about welfare, food stamps, and charitable organizations, although several respondents cautioned that this needs to be presented carefully or it may frighten workers about the financial future, further contributing to their stress.

Of particular importance is providing dislocated workers with early information about **what to expect from being laid off**, emotionally and financially. Several orientation meetings include presentations about coping with the loss of a job (e.g., the stages in the grieving process), either by EDWAA staff or by a mental health counselor. Stressing the importance of taking immediate action to reduce spending and to notify creditors is also part of many comprehensive orientations.

Second, some substate areas use the orientation to try to increase workers' motivation to seek services by including **presentations from former dislocated workers.** These workers provide firsthand accounts of how helpful the services were in finding reemployment, and some of the pitfalls to avoid. (*"Don't do what I did and wait till your UI is almost gone."*)

Third, some orientations present an overview of **local labor market opportunities**. Especially in areas where workers will have difficulty replacing their relatively high wage rates, an overview of the types of jobs available and the types of training needed can help dislocated workers begin to think realistically about their opportunities.

Fourth, because dislocated workers may be stunned by the layoff announcement and may not be able to remember all that was presented at the meeting, many substate areas provide comprehensive **written materials** summarizing the information presented and listing names and addresses of relevant agencies.

Examples of Comprehensive Orientation Meetings

Example #1—Orientation Including Stress Management Services. This substate area normally presents information about EDWAA services, including an overview of the labor market and how the EDWAA contractor can help their workers use labor market information to choose a new career. The orientation also covers the services available from ES, and how to apply for UI. Workers are then scheduled for prelayoff workshops.

One employer, however, was concerned that the workers were angry and needed help in coping with the job loss, so the substate area developed a stress management component to the orientation, conducted by counselors from the local community colleges, who have master's degrees in counseling. This component begins with a "venting period" during which workers are encouraged to express their anger, fears, and frustrations at being laid off. The counselor then covers a variety of topics, including healthy and unhealthy ways to cope with a crisis, common reactions to job loss (the grieving process), medical issues, and family issues. **The Working Connection, Fort Worth, TX.**

Example #2—Comprehensive Orientation to Services. The state rapid response contractor conducts comprehensive orientation meetings for layoffs of 25 or more workers. These meetings typically last 4 hours and include presentations from the following agencies:

- **EDWAA.** The rapid response contractor presents information about the types of EDWAA services available, how to contact the program, and how to enroll in the program. A pamphlet describing EDWAA services is distributed.

- **Credit Counseling.** Staff from the credit counseling service give a 45-minute presentation about how to plan and budget during unemployment, how to contact creditors and arrange for reduced payments, consumer rights and responsibilities, and how to deal with collection agencies. A booklet "Money Management: A Financial Guide for the Unemployed," is distributed.

- **Community Services.** The contractor presents information about free counseling services, food distribution centers, emergency financial assistance, and other services available from many community agencies.

- **Community College.** Staff from the college present information about courses, schedule (stressing the need to apply before the next semester begins), and financial aid.

- **Employment Service.** The ES representative explains about job boards, listing of openings, and career counseling available.

- **Unemployment Insurance.** UI staff conclude the session by explaining the UI program and distributing UI applications, which can be completed at the orientation session.

In addition, participants are given written information about coping with the stress of job loss, options for obtaining health insurance, and information about vocational rehabilitation services. **Arapahoe County Employment and Training, Aurora, CO.**

Example #3—Orientations Including Labor Market Information. One substate area, experiencing layoffs in relatively high-wage manufacturing industries, found that affected workers, who often lacked high school diplomas, were not seeking out services until their UI was exhausted. In many cases, these workers were not acknowledging that their education levels were not sufficient for them to obtain reemployment at similar wage levels until they had conducted a lengthy job search on their own. Thus, the substate area added information about labor market opportunities at the orientation session, and had a local employer (from the Chamber of Commerce) describe how important it was to employers that workers have GEDs. **SDA #2, Morristown, TN.**

2. Multiple Sessions to Provide Information

"The orientation was too much, too fast; I'm afraid it didn't all sink in. My memory of it is fairly hazy."

One disadvantage of conducting a comprehensive orientation session is that it may be long and too much information for the workers to absorb, especially if they are still "in shock" about being laid off. Rather than provide extensive information in one session, several substate areas **conduct multiple meetings**. These substate areas indicate that (a) the advantages of this strategy are that it helps workers absorb the information better; (b) workers can more actively participate, especially when some meetings are held in small groups; and (c) workers can receive information immediately after the notice is received (to help cope with the announcement and help them start thinking about their reemployment plans) and then be reminded about available services just before the layoff (when they may apply for services).

The following are three examples of orienting workers through multiple sessions.

Examples of Multiple Orientation Sessions

Example #1—A Series of Meetings. This substate area conducts a series of three informational meetings. The first, 90 minutes long, includes presentations about EDWAA, ES/UI, and other community agencies, and workers are given the survey to complete. In the second meeting, held a couple of days later in small groups, workers go over their survey responses and talk about the types of services that they need. They also fill out an interest inventory used for later service planning, and eligibility documents are collected. The third meeting presents a short introduction to the basic readjustment workshops, including an overview of job search methods. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Small-Group Follow-Up Sessions. This substate area follows up the informational orientation session with small groups that meet with the EDWAA supervisor to discuss personal concerns about the layoff. The workers fill out a budget worksheet to determine their income and financial assets, which can help them decide whether they can support themselves during retraining. She also refers workers to services they may need from other agencies. **Florida Panhandle PIC, Panama City, FL.**

Example #3—A Second Motivational Meeting. This substate area holds a second meeting at a restaurant near the time of the layoff. During lunch, EDWAA staff sit among the workers to discuss their plans and build rapport. Then a former dislocated worker gives an inspirational presentation about his experiences to motivate the workers to seek services. He emphasizes that the assistance is not a handout—*"You've paid taxes all your life, so you've paid for this already. You'd be crazy not to take advantage of it."* He also stresses that they should not be ashamed to be out of work—*"You've got a lot more skills than you think, and the shutdown is the company's doing, not yours; tell everybody you're out of work; that's how you get job leads that never hit the want ads."* He also encourages them to seek training—*"People will be proud of you for standing up and saying you want to learn stuff, you want to improve yourself."* **SDA #14, Galesburg, IL.**

3. Involving Family Members

Another strategy that substate areas have adopted to make worker orientations more meaningful is to involve family members. Many substate areas stress the importance of discussing the job loss with family members, to help cope with the emotional response, and of involving spouses and family members in developing a reemployment plan. The following are three examples of substate areas that go a step further and directly involve family members in early intervention activities.

Examples of Involving Family Members

Example #1—Establishing a Spouse Support Group. This rural substate area establishes a spouse support group soon after the orientation for families that are considering relocating to another state or transferring to another plant. **West Central Wisconsin PIC, Menomonie, WI.**

Example #2—Inviting "Significant Others" to the Orientation. This substate area urges spouses and "significant others" to attend the orientation session. In addition to information about services, this orientation presents information about the stress of a job loss and emphasizes the need for workers and their families to make lifestyle changes. **Kankakee Valley Job Training Program, Valparaiso, IN.**

Example #3—Providing Child Care at the Orientation. This substate area tries to involve family members as much as possible. Spouses are included in the orientation, at which child care is provided, and family members are encouraged to help fill out the worker survey and begin thinking about what will be needed to adjust to the job loss. **The Job Council, Medford, OR.**

4. Responding to Smaller-Scale Layoffs

"Even a layoff of five people can have an impact in our community."

Virtually all communities experience some smaller-scale dislocations, and in some, particularly rural areas, the majority of workers eligible for EDWAA are dislocated from smaller-scale layoffs of fewer than 50 workers. It is important, therefore, for substate areas to develop procedures to provide "expeditious response" to these dislocations.

In some cases, the orientation meeting provided to smaller-scale dislocations is **identical to the large-scale rapid response orientations**. In some cases, states provide their standard rapid response activities to moderately small layoffs. For example, the Colorado rapid response contractor responds to all layoffs of more than 25 workers; the Connecticut DWU responds to all layoffs of 20 or more. In other cases, the substate area leads rapid response to large-scale dislocations and also provides its usual orientation activities for layoffs of fewer than 50 workers.

In other cases, a **more limited local response** is provided for smaller-scale layoffs. For example, large-scale orientations may include presentations from numerous agencies, while for smaller-scale orientations EDWAA staff may describe the information available from those agencies.

For very small layoffs (e.g., 5 or fewer), many substate areas **provide the employer with the orientation materials** to distribute, which includes information about EDWAA services and how to contact the substate area. In other substate areas, an EDWAA staff member will go on-site and **meet informally** with the affected workers.

Examples of Responding to Smaller-Scale Dislocations

Example #1—A Four-Tiered System. For large-scale layoffs of 50 or more workers, the rapid response orientation includes the community response team (composed of staff from EDWAA, ES, and the community college), and other agency representatives present information about community services. For dislocations involving between 20 and 50 workers, the community response team will respond, but not include representatives for other agencies. For layoffs of 5 to 20 workers, EDWAA staff alone will respond; for layoffs of fewer than 5 workers, employees are invited to come into the office for orientation. **The Job Council, Medford, OR.**

Example #2—Orientation to Very Small Dislocations. For smaller layoffs, the rapid response contractor provides an orientation to EDWAA services and an overview of services from other agencies for as few as five dislocated workers. For larger dislocations, representatives from other agencies will also make presentations. **New Mexico Balance of State, Santa Fe, NM.**

5. Responding without Employer Cooperation

In some cases, employers refuse to cooperate with the rapid response team. In extreme cases, when the employer has **refused to provide information** about the affected workers, substate areas have obtained that information from the **UI system** or from **unions** or employee groups. One substate area **advertised** an off-site worker orientation meeting in the local newspaper.

More commonly, employers provide the substate area with names of the affected workers but **refuse to allow an on-site orientation meeting**. The following are strategies that some substate areas have used to provide information about EDWAA services when the employer does not cooperate:

- **Distribute written materials.** Some substate areas ask employers to distribute the orientation materials to their workers and/or to include information about how to contact the substate area in the workers' final paycheck.

- Hold an **orientation meeting in a community location** (e.g., a local school or library) or in a union hall.
- Contact the affected workers **by telephone**. For example, for a large layoff, one substate area used as many staff as could be spared to phone all the workers and inform them about EDWAA services.
- **Mail** the written materials about EDWAA and other services to the affected workers.

D. STRATEGIES TO LINK RAPID RESPONSE TO EARLY RECRUITMENT INTO SERVICES

"Rapid response doesn't do us any good. We hold orientations for all the layoffs that we hear about, but workers don't come into our office for services until their UI payments are exhausted."

This lament by a substate area staff member points out a common problem. Although the rapid response mechanisms may be in place—WARN notices, employer meetings, worker orientations--often these mechanisms do not accomplish their intended goal of linking dislocated workers to services as quickly as possible.

This section describes three strategies that substate areas use to link workers quickly to services: providing prelayoff services, recruiting workers quickly into ongoing services, and linking workers to services with other agencies to help them cope with being laid off.

1. Providing Prelayoff Services

Providing services to workers before they are laid off is a highly effective strategy to link workers quickly to services. Besides receiving the prelayoff services, **workers who receive prelayoff services are more likely to enroll in ongoing services** for three reasons.

First, several substate areas report that workers find out that **EDWAA services are helpful** by participating in prelayoff services and thus are more like to seek out further services. As one staff stated, *"Get the workers into a substantive service early to give them a taste of what EDWAA is like and you are less likely to lose them after the layoff."*

Second, prelayoff services, particularly crisis management services, can **help workers to cope with being laid off and to seek help sooner**. The emotional response to being laid off is commonly described as a "grief process," consisting of several steps: (1) denial that the layoff is actually going to happen or that it will be permanent, (2) depression and a feeling of hopelessness, (3) anger and hostility, and (4) acceptance and planning for the future. Only after workers have appropriately handled the first three stages of their emotional response will they be able to develop plans for the future, including selecting a new career and obtaining any needed retraining. Providing stress management before the layoff can help speed up this readjustment process so that workers are able to take constructive actions more quickly.

Other prelayoff services that can increase the willingness of workers to seek services include **financial planning**—to help workers take immediate steps to preserve financial resources that can be used to help support them during retraining—and **provision of labor market information**—to, as one staff stated, *"help workers confront the realities of the labor market at the same time encourage them about the opportunities that exist."*

Third, by conducting "up-front" services—such as eligibility determination, assessment, and career exploration—before the layoff occurs, prelayoff services can **smooth the transition** to postlayoff services.

Several factors influence whether prelayoff services can be provided and the types of services that are feasible. First, clearly, **advance warning** about the layoff is needed to provide any prelayoff services. Second, the **employer's cooperation** is required for any prelayoff services provided on-site. Thus, the strategies described above to learn about layoffs and obtain employer cooperation can pay off in terms of a greater ability to provide prelayoff services. Third, some strategies involve developing services specific to a particular layoff, which is feasible only for **large-scale layoffs;** other strategies, however, can be used for all types of layoffs.

Below are examples of five strategies that substate areas have used to provide prelayoff services to dislocated workers: on-site centers, off-site centers, group workshops, individual services, and prelayoff retraining.

a. On-Site Centers

One strategy is to establish an on-site center, usually in space donated by the employer, although some substate areas have trailers that they move from one layoff to the next. Typically, centers are staffed by EDWAA staff, sometimes assisted by the employer's human resources staff, and workers can stop by to obtain individual assistance or attend group workshops.

Because of the time and expense of establishing a separate office, on-site centers are used most often for large layoffs when the employer gives substantial advance warning (or a series of layoffs are planned). Employer cooperation is essential if the center is on the premises. Further, employer contributions--such as donated space, staff assistance, and release time for participating in services--can substantially enhance the services available.

Substate areas have identified three advantages to providing prelayoff services through on-site centers. First, **services can be tailored** to the specific needs of the affected workers at each site. Second, because it is very convenient for the workers to attend, **participation is higher**, particularly for "hard-to-sell" services such as "world-of-work" training or basic skills training. Third, centers often become social centers where workers can meet and share their experiences, providing important **peer support**.

In cases where there is a good deal of resentment against the company, however, some substate areas noted that the on-site location was a disadvantage because some workers viewed the staff as collaborators in "helping to take our jobs away."

Examples of On-Site Centers

Example #1—On-Site Center Providing Crisis Assistance. NOVA has been working for 3 years with a large defense contractor experiencing an ongoing reduction in force. It has set up an on-site "career transition" center, to which the employer has contributed staff, materials, office space, and utilities. EDWAA provides two on-site counselors who work with dislocated workers as soon as they receive their layoff notices. In addition to training in interviewing skills and other job search assistance, staff provide financial counseling, personal and family counseling, and group sessions about the emotional response to being laid off. A weekly peer group session is also available to provide support. **NOVA, Sunnyvale, CA.**

Example #2—On-Site Center Providing a Wide Range of Services. On the basis of "focus group" discussions with workers and recommendations from the labor-management committee, a full-service on-site center was established for a series of layoffs leading to the closure of a food processing plant. The company contributed the space and a human resource staff member to work with EDWAA staff; the union president acted as the director of the center.

A full range of EDWAA services were available. Basic readjustment workshops were provided on topics such as stress management, financial investment, retirement and social security benefits, job loss and the family, and job search assistance. Many participants were assessed and helped to develop reemployment plans. On-site classes were provided in basic skills and "mini" vocational training, and workers could also begin training at the community college and vocational schools.

The on-site center became a community center for the workers and their families. The union organized family events, holiday celebrations, and aerobic classes, all held at the center. **Western Indiana PIC, Terre Haute, IN.**

b. Off-Site Centers

An alternative to setting up a center at the affected plant is to establish a center at a separate location. Although not as convenient, workers may be more likely to participate at an off-site center in cases where they have substantial resentment of the employer, particularly if the off-site center is located in union halls, as in the example below. Further, an off-site center offers the advantages of requiring less cooperation from the employer.

Examples of Off-Site Centers

Example #1—Service Center at a Union Hall. For one large-scale layoff, a service center was established at a nearby union hall, staffed by a union "peer counselor" and substate area staff. Clients received intake services and some assessment. UI staff were also on-site to complete applications, and counselors from the community college were available for several weeks to discuss course options. Job search workshops were conducted on the weekends. **The Working Connection, Fort Worth, TX.**

Example #2—Weekly Workshop. Rather than try to set up on-site centers for each layoff, the state rapid response contractor operates an ongoing off-site center at which it conducts weekly job search assistance workshops. At orientation meetings, workers from each layoff are encouraged to attend these workshops before they are laid off. This ongoing workshop is particularly important because there is a 2- to 3-month waiting list for services at the substate area. **Arapahoe County Employment and Training, Aurora, CO.**

c. Group Workshops

Another approach is to provide basic readjustment services in group workshops before the layoff. Although these workshops are less intensive than ongoing centers, services can still be tailored to the specific needs of the affected workers.

Group workshops are appropriate in several circumstances where on-site centers are not feasible. Because group workshops can be arranged more quickly and require less staff time than on-site centers, they are more appropriate for **smaller-scale layoffs** or for layoffs with **relatively little advance warning**. Further, although workshops are often provided at the employer's facilities and with release time, **employer cooperation is not essential.** Substate areas, for example, have held the workshops at a nearby community facility after hours or between shifts in cases where employers would not allow the services on-site or provide release time for workers to attend.

Examples of Prelayoff Group Workshops

Example #1—On-Site Workshops. For a large layoff involving several retail stores, the substate area arranged for 4-day group workshops on-site. The substate area subcontracted with community based organizations (CBOs) for these workshops so that the regular EDWAA staff could concentrate on case managing those entering retraining. Workshops addressed coping skills, finances and budgeting during a layoff, assessment, and job search training. Those workers interested in training were referred to the substate area and assigned a case manager. **Seattle-King County PIC, Seattle, WA.**

Example #2—Off-Site Workshops. When the employer refused to allow on-site prelayoff services or release time, this substate area provided workshops on four consecutive Saturday mornings at a local hotel. The stress management workshop included a presentation by a professional counselor, who was available after the workshop for one-on-one assistance. Financial management workshops were tailored to the needs of each layoff, taking into account the income level and employer benefits provided to the workers. The job search workshops stressed information on the current labor market situation, as well as how to look for jobs and approach prospective employers. For monolingual Spanish speakers, the information was provided in one-on-one counseling sessions. **Upper Rio Grande PIC, El Paso, TX.**

d. Individual Services

Some substate areas strongly encourage dislocated workers to begin developing their reemployment plans before they are laid off. This strategy can be used in **combination with any of the strategies** described above (e.g., some encourage workers to come into the substate area office for individualized assessment and service planning after completing group workshops). An individualized approach is also more appropriate for **very small layoffs** where group activities are not practical.

Examples of Individual Prelayoff Services

Example #1—Individualized Prelayoff Services for Small-Scale Layoffs. In this rural substate area, most layoffs are small so that prelayoff group workshops are not practical. Instead, substate staff meet individually with the affected workers to determine their reemployment plans before the layoff occurs. These individualized services include assessment, provision of labor market information, career exploration, and development of a reemployment plan. Early planning is particularly beneficial when the layoff date is near the beginning of a new semester at the vocational technical schools. **West Central Wisconsin PIC, Menomonie, WI.**

Example #2—Individual Services in Combination with Other Prelayoff Services. This substate area tries to provide as many services before the layoff as possible. For larger layoffs, on-site centers and group workshops are also available, but in any case, workers are encouraged to complete assessment and service planning before the layoff occurs. The majority of participants in this substate area receive prelayoff assessment, counseling, service planning, and referrals to other agencies. **Carson/Lomita/Torrance PIC, Torrance, CA.**

e. Prelayoff Retraining

Although rare, in some cases substate areas provide retraining to affected workers before their layoff occurs. Occasionally, workers begin retraining as a result of the individualized service planning described above. In other cases, substate areas have arranged for special retraining services tailored to the needs of the affected workers.

To design tailored retraining and to make the costs of establishing such retraining worthwhile, prelayoff retraining clearly is appropriate only in cases with substantial advance notice and a large-scale layoff. To coordinate with the workers' job responsibilities, prelayoff training usually requires substantial cooperation from the employer.

Examples of Prelayoff Retraining

Example #1—Prelayoff Basic Skills Training. At the orientation meeting for a major food processing plant, the substate area conducted a worker survey and found that many workers lacked basic skills, including English speaking skills, necessary to obtain wages comparable to what they had been earning. The labor-management committee designed a service package that included extensive prelayoff remediation. During the 7 months before the closure, workers could receive instruction in reading, math, and ESL at the employee assistance center. To accommodate the workers' differing schedules, the adult education instructors developed an open-entry/open-exit curriculum. As a result of the prelayoff remediation, workers could enter occupational retraining soon after the layoff. **Santa Cruz County PIC, Santa Cruz, CA.**

Example #2—Prelayoff Occupational Retraining. For a large-scale layoff, this substate area took advantage of a more than 1-year advance notice and a cooperative employer to design a series of tailored prelayoff "mini-courses" in vocational skills, in conjunction with the technical training coordinator at a local technical college. These courses, taught by technical college instructors either on-site or at the college, provided some useful skills to assist workers in transferring their skills to new occupations and helped workers overcome their fears of going back to school. **Western Indiana PIC, Terre Haute, IN.**

2. Linking Affected Workers to Ongoing EDWAA Services

The most difficult early intervention task for many substate areas is to link affected workers to their ongoing programs soon after the layoff. Several of the early intervention strategies identified above can greatly assist in recruiting workers. Thus, the groundwork in developing **cooperative relationships with the employer and union** or other worker groups can pay off in terms of greater willingness of workers to seek out services. Further, as emphasized above, **providing prelayoff services** can increase participation in postlayoff services by introducing workers to EDWAA services, helping them cope with the layoff more quickly, and smoothing the transition by conducting many "up-front" services before the layoff.

In addition, substate areas have developed a variety of other ways to recruit workers quickly into ongoing services. One strategy is to **conduct intake activities at the orientation meeting.** The advantage to this strategy is that workers are immediately linked to the ongoing program, but the disadvantage is that individuals may not be ready to commit to services, particularly when the meeting is soon after they learned about the layoff. Examples of this strategy include:

- **Conducting eligibility determination** at the orientation meeting.
- **Issuing Certificates of Continuing Eligibility** to workers who attend the orientation. For example, as a recruitment tool, one substate area designed its certificate to resemble an award letter that emphasized its value at redemption.

- **Enrolling clients** into EDWAA at the orientation meeting.

Another strategy is to **follow up with those who attend the orientation meeting** to encourage them to apply for services. This strategy allows workers more time to consider whether they want to apply for services, while still actively linking them to services. Examples of this strategy include:

- **Telephoning all the affected workers** to set up appointments to discuss services.
- **Contacting those who do not apply** soon after the orientation meeting (e.g., within 2 weeks) to set up an appointment.
- **Sending letters from the union or the labor-management committee** encouraging workers to apply for services.
- **Sending newsletters**, highlighting the services available, to affected workers on a regular basis.
- **Enclosing information about EDWAA with UI checks** of affected workers.

Examples of Strategies to Recruit Workers Soon After Layoff

Example #1. This substate area has adopted several strategies to recruit workers quickly. At the employer meeting, this substate area obtains the names and contact information of those being laid off and sends a letter to each worker, identifying the local outreach office to contact and the documentation needed to determine eligibility. At the orientation, a worker survey is distributed, and those who do not respond are contacted personally. Near the time of the layoff, the substate area expands its office hours so that workers can come in after work to complete intake. If an on-site center is established, staff personally contact those who do not come in for services. For two recent layoffs, the substate area enrolled 225 out of 300 and 35 out of 50 affected workers. **SDA #14, Galesburg, IL.**

Example #2. This substate area schedules individual service planning interviews at orientation. The staff contact, by telephone or mail, those who do not schedule an interview or who do not attend the orientation meeting. For large layoffs, a newsletter is mailed to all affected workers that is intended to answer major questions about the layoff or about services available. For example, the first issue described the services available through EDWAA, the ES, and the community college. Workers are encouraged to suggest topics or questions for future issues. **The Job Council, Medford, OR.**

Example #3. This rural substate area contacts all affected workers to set up an appointment to talk with staff about their reemployment plans. Workers are sent formal invitations to attend workshops at the substate area's office. For large layoffs, newsletters are sent out describing employer benefits, program services, schedules of workshops, and training opportunities. **West Central Wisconsin PIC, Menomonie, WI.**

3. Linking Dislocated Workers to Other Agencies' Services

Particularly in cases where the substate area does not provide crisis management services directly, it is important to link workers to services offered by other agencies. As described above, many substate areas have **agency representatives make presentations** at orientations and/or distribute written materials about services available in the community. Further, as described below, after enrolling clients in EDWAA, several substate areas frequently **refer clients to other services as part of the service planning process.**

Other early intervention strategies to link workers with other agencies' services include:

- **Setting up appointments** with other agencies at the orientation meeting.
- **Using information from the worker survey** to identify those who need services such as family counseling, drug abuse counseling, or credit management.

Examples of Linking Workers to Other Agencies' Services

Example #1—Using Information from Worker Survey. This substate area distributes a survey asking about the types of services that the worker needs. Staff then review the responses and write individualized, confidential letters suggesting possible resources for problems identified in the survey that do not warrant a group session. **Kankakee Valley Job Training Program, Valparaiso, IN.**

Example #2—Making Appointments at the Orientation Meeting. This substate area invites the AFL/CIO community service representative to make presentations about available community services at the worker orientation meeting. Afterward, this representative meets individually with workers to make appointments with these agencies. **SDA #19, Decatur, IL.**

E. STRATEGIES TO PROVIDE EXPERIENCED STAFF

The final challenge for providing responsive early intervention services is devising appropriate state and substate area roles so that experienced, well-qualified staff respond to layoffs and closures. The EDWAA legislation gives states the responsibility for conducting rapid response to large-scale dislocations. Over time, however, a variety of alternative arrangements have evolved, as substate areas developed expertise or the state capacity to respond to all layoffs was exceeded. The amendments to the EDWAA legislation in the 1993 Department of Defense Authorization Act clarified that states cannot transfer responsibility for rapid response but can contract with other entities, such as substate areas, to provide such services.

There are both advantages and disadvantages to having the state rather than substate areas conduct rapid response. The **advantages of state-led rapid response** include:

- Rapid response may be **conducted more consistently** throughout the state, facilitating the ability of the state to carry out its policies (e.g., encouraging the establishment of labor-management committees).

- Centralized rapid response staff may **gain experience more quickly** by responding to a greater number of layoffs.
- State staff may **access state resources more easily**, such as EDWAA 40% funds, and **facilitate coordination** with other agencies to enhance the services available for the affected workers.
- **Employers may be more likely to cooperate** if they view the state staff as more legitimate.

The **advantages of substate-area-led rapid response** include:

- **Better linkages** between rapid response activities and recruitment into services. One common problem in state-led responses is that the substate areas tend to see their role as providing ongoing services and the state's role as providing rapid response. That view leaves unassigned the role of providing early intervention services, such as prelayoff services.
- **More consistently available staff** for rapid response. During a recession, many states found that they could not respond to all the layoffs in the state; budget problems and staff turnover further reduced the ability of the state to provide experienced staff. Substate area staff may be more available when the demand for rapid response is high and have a higher stake in responding to layoffs in their community.
- Substate area staff may be **more knowledgeable about local conditions**.

The following are three examples of states that have assigned differing state and substate area roles for rapid response but have met the goal of having experienced, well-qualified staff respond to large-scale dislocations.

Example #1—State-Led Rapid Response. In Ohio, rapid response to layoffs of 50 or more workers is led by the state DWU, which consists of a labor-management committee specialist and four regional representatives. DWU staff meet with the employer to obtain cooperation and to establish a labor-management committee. The state takes responsibility for helping the committee start up. It provides state funds to match the employer's in-kind contributions, and the labor-management specialist trains committee members about their duties, the activities they may undertake, and their schedule. On-site centers or other prelayoff services are provided for about a third of the large-scale layoffs. The state works with the committee and the substate area to determine the need for additional 40% funds.

For large-scale layoffs, the substate area presents information about its EDWAA services; for smaller-scale layoffs, it leads the response. A worker survey is distributed at the orientation meeting, and the substate area and labor-management committee use the results to determine the need for prelayoff workshops and to recruit workers into ongoing services.

The advantages of this approach are that (a) the state provides experience and continuity—which are particularly needed when substate areas have little experience with large-scale layoffs—and (b) the state is directly involved in assisting labor-management committees and assessing the need for additional funding. The disadvantage is that some substate areas have relied heavily on the state and have not developed rapid response policies on their own, even for smaller-scale layoffs. **State of Ohio.**

Example #2—Statewide-Contractor-Led Rapid Response. Colorado funds a statewide contractor, the AFL-CIO, to deliver rapid response services. The state DWU is responsible for organizing rapid response activities: it receives WARN notices and informs the contractor about layoffs. State DWU staff also attend rapid response orientation, presenting information about EDWAA services.

The contractor is responsible for delivering rapid response services to all layoffs in the state involving at least 25 workers. The contractor works with the employer to obtain cooperation and establish a labor-management committee, when possible. The contractor leads a comprehensive worker orientation meeting and provides a prelayoff job search workshop, either on-site or at its local office.

The substate area attends the worker orientation meeting to describe local services and present local labor market information and provides all rapid response to layoffs of fewer than 25 workers. The contractor provides the substate area with a list of workers who attend the orientation meeting so that the substate area can recruit affected workers into ongoing services.

The advantages of this approach are that (a) high-quality rapid response to layoffs of as few as 25 workers is provided consistently throughout the state, including comprehensive orientation presentations and prelayoff services, and (b) the contractor is well experienced in working with employers and unions to obtain cooperation. The disadvantages are that (a) the contractor is not always familiar with specific procedures and services in each substate area, and (b) there is no direct link between the prelayoff services and early recruitment into ongoing services. **Arapahoe County Employment and Training, Aurora, CO.**

Example #3—Substate-Area-Led Rapid Response. Indiana contracts with several substate areas to conduct all rapid response activities in their areas. The state actively developed the capacity of the local rapid response teams by conducting initial training, holding quarterly roundtable meetings of local rapid response specialists, and distributing materials to help the local areas develop appropriate policies. State staff are available to help in difficult situations, such as layoffs involving labor-management disputes. The state also makes discretionary funds available for large-scale layoffs.

This substate area, with assistance from the state, has taken a very broad view of rapid response that includes extensive layoff prevention efforts. The state trained the local rapid response specialist to serve as a "resource agent" for local business experiencing difficulties, helping them access state resources. For example, she helps them to obtain state funds for a consultant to assess their technology and worker productivity, and to obtain grants for modernizing technology or provide worker retraining.

When layoffs occur, the state sends a facsimile of the WARN notice to the local rapid response specialist, who meets with the employer to obtain cooperation. The local staff lead the orientation session and conducts a worker survey, which is used to plan EDWAA services and to link workers to other needed services in the community. Prelayoff services, particularly crisis management workshops, are frequently provided, and many workers are enrolled soon after their layoff.

The advantages to this approach are that (a) the local rapid response team has developed excellent working relationships with local employers and thus can more easily obtain their cooperation when layoffs occur, and (b) because of the continuity of the local effort, there are excellent linkages between rapid response and recruitment of workers into services. The disadvantage is that, despite efforts of the state to build capacity, there is still considerable variation in rapid response expertise across the substate areas in this state.
Kankakee Valley Job Training Program, Valparaiso, IN.

III. CASE EXAMPLES

The following are two examples of substate areas with early intervention services incorporating many of the strategies described above. Both of these substate areas have met the goal of responsive early intervention: serving a high proportion of affected workers as soon as possible.

A. EARLY INTERVENTION IN AN URBAN AREA WITH LARGE-SCALE DISLOCATIONS: CARSON/LOMITA/TORRANCE PIC, TORRANCE, CA

Context

This substate area is composed of three suburban cities in Los Angeles county. The local labor market is quite diverse but is rapidly losing its manufacturing base, and layoffs and plant closings by aerospace and defense contractors have had a ripple effect in other sectors. Overall unemployment is 8-9% in this area. Characteristics of dislocated workers in this area vary markedly, including engineers and managers as well as production and warehouse workers, with wage rates ranging from $5.00 to $70.00 per hour.

Organization of Rapid Response

The substate area is responsible for all rapid response activities in its area. The substate area led rapid response to 44 layoffs in the past year, including responses to all WARN notices and many smaller-scale layoffs.

Obtaining Employer and Worker Cooperation and Input

The substate area initially meets with the employer to build trust and explore the possibility of establishing an on-site center and obtaining release time for prelayoff services. One factor that helps in obtaining employer cooperation is that the substate area conducts workshops for employers and managers about how to manage workers during the layoff, including handling the emotional response of those laid off and those left behind.

At a second employer meeting, worker representatives are invited and a labor-management committee is established. By being flexible about the form and membership of committees, the substate area has been very successful in developing some type of committee for most large-scale and smaller-scale layoffs.

Orienting Workers to EDWAA Services

Rather than hold a single orientation meeting, this substate area conducts a series of meetings so that workers absorb the information better. At the first meeting, substate area and ES/UI staff present information about the services available, and workers are given a customized packet of information about relevant services from other agencies. Workers are also given a survey asking about their work history, education, and the types of services they think they need, which also serves as an application for EDWAA services.

At the second meeting, conducted in small groups 2 or 3 days later, the workers discuss their answers to the worker survey. They are then given a self-assessment questionnaire to fill out, and initial basic skills assessments and interest inventories are administered. At a third meeting, workers are given an introductory workshop highlighting more in-depth workshops that are available and providing training in effective job search techniques. An additional meeting may be held on the day of the layoff to complete UI claims.

Linking Workers to Services

For large-scale layoffs with substantial advance warning, on-site centers are often set up. The specific services provided depend on the needs of the affected workers, as indicated by the survey or as recommended by the labor-management committee. Typically, workers can attend various workshops covering topics such as job search and career exploration, receive assessment and service planning, and, in some cases, attend basic skills training. If an on-site center is not feasible, these services are provided at the substate area's office.

Outcomes

This substate area is very successful in enrolling a high proportion of affected workers. More than 75% of those who attend orientation are certified, and 75% of those clients are enrolled.

B. EARLY INTERVENTION IN A RURAL AREA WITH SMALLER-SCALE LAYOFFS: SDA #14, GALESBURG, IL

Context

This rural substate area includes nine counties. The economy includes farming, retail, coal mining, and a declining manufacturing sector. The higher-skilled manufacturing is nearly gone, and the lower-skilled workers are now being laid off. Unemployment has improved some since last year and now is 5-6%. Wage levels range from $5.00 to $10.00 per hour.

Organization of Rapid Response

The state DWU attends the employer meeting and worker orientations, but the substate area plans and delivers any prelayoff services and leads rapid response to smaller dislocations. This substate area has experienced 8 large-scale dislocations since the beginning of EDWAA and 24 smaller-scale dislocations in the past year.

Obtaining Cooperation and Input from Employers and Workers

The initial on-site meeting includes the employer and union or other employee representative. The substate area tries to get cooperation from both the employer and union, although formal labor-management committees are not established. To build a good foundation for recruitment and prelayoff services, the substate area tries to obtain cooperation and assistance from the employer, including release time and space for an on-site center, if possible.

For one large-scale layoff, this substate area took advantage of the state "peer counselor" program, where the AFL-CIO selected a peer counselor from the plant and trained that person in counseling skills. The role of the peer counselor was to encourage good communication between the substate area and the workers, help with outreach and recruitment, and make referrals to other community agencies.

Orienting Workers to EDWAA Services

Soon after the notice of the layoff is received, the substate area holds a 2-hour orientation meeting. At this meeting, workers hear presentations from EDWAA and ES/UI staff about the services available, and sometimes receive presentations from community agencies about stress and financial management. Some information about the local labor market is presented, and a worker survey is distributed.

Shortly before the layoff, a second meeting is held during lunch at a local restaurant. Substate area staff meet informally with the affected workers to build rapport, and then a former dislocated worker gives an inspirational talk to motivate workers to apply for services.

Linking Workers to Services

For large-scale layoffs, service centers are usually established, either on-site or in a union hall, at which workers can receive individual services and participate in job search workshops. Staff personally contact workers who do not come in for services. For smaller-scale layoffs, the substate area makes assiduous efforts to recruit workers into services as soon as possible. Staff send letters to all the affected workers informing them how to apply for services and what eligibility information is required. Workers who do not return the worker survey are contacted and encouraged to respond. The substate area extends its office hours near the time of layoffs so workers can apply for services after work.

Outcomes

For recent layoffs, this substate area enrolled 70-75% of the affected workers; most workers had at least applied for service by the time of the layoff.

IV. RESOURCES

Workshop on Rapid Response: Training Materials, U.S. Department of Labor, Employment and Training Administration, 1992.

Workforce Reduction Committees, U.S. Department of Labor Region I, the State of Vermont, and National Alliance of Business, undated.

Peer Outreach Counselor Manual, Illinois State AFL-CIO Manpower Assistance Program, undated.

SERVICES TO DEVELOP REEMPLOYMENT PLANS

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3. ASSESSMENT, CAREER EXPLORATION, AND SERVICE PLANNING

I. CHALLENGES

The 1992 JTPA amendments promote a client-centered approach to JTPA services: assessment of each client's abilities, interests, and barriers to employment and development of an individualized plan of services to help clients reach their goals and overcome barriers to employment. Although the amendments do not explicitly apply to the EDWAA program, this client-centered approach is particularly appropriate for dislocated workers because their previous experiences vary so widely.

To provide a responsive, client-centered approach to assessment and service planning, substate areas need to meet several challenges.

- **Developing an assessment strategy appropriate for dislocated workers.**

Because many substate areas have not explicitly designed their assessment system with dislocated workers in mind, the first challenge is to develop an assessment strategy appropriate for dislocated workers. This guide urges substate areas to examine carefully what information they need to help dislocated workers develop appropriate reemployment plans and to explore alternative ways of obtaining that information. Although this document is not intended to be a comprehensive guide to developing an assessment system,[1] it highlights key issues that substate areas should consider and presents examples of how some substate areas have developed their assessment strategies.

- **Helping dislocated workers determine appropriate career goals.**

Because many dislocated workers will need to change occupations or industries, a key challenge is to help them select appropriate reemployment goals. The first step is to help dislocated workers determine their occupational interests, aptitudes, and transferable skills. The second step is to help dislocated workers select occupational goals that are a good match with those aptitudes and interests and that will provide stable employment and replace their previous wages to the extent possible.

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[1] See *Improving Assessment for JTPA: A Technical Assistance Guide*, B. Means, et al, U.S. Department of Labor, Employment and Training Administration, Washington D.C., 1993.

- **Assessing barriers that dislocated workers may face.**

The next challenge is assessing whether dislocated workers face any barriers that must be overcome to reach their reemployment goals. Although dislocated workers typically have substantial work experience, they may lack the education and basic skills needed by occupations in demand in today's economy. Assessing dislocated workers' need for basic skills training and providing needed remediation, therefore, can be a critical step in helping them become more competitive and reach their reemployment goals. Dislocated workers may also need other assistance--such as supportive services or income assistance--to enable them to participate in needed retraining. Substate areas need to develop strategies to assess which dislocated workers need additional assistance.

- **Developing comprehensive service plans to helped dislocated workers achieve their goals.**

After helping a dislocated worker select an appropriate employment goal and assessing any barriers to achieving that goal, the last challenge is to develop a comprehensive plan that specify the services that the client needs to reach his or her goal. Although programs often emphasize client initiative in developing these service plans, substate areas must ensure that the plans establish realistic career goals, specify appropriate services, and address a broad range of potential barriers to the successful completion of training and reemployment.

II. STRATEGIES

A. STRATEGIES TO DEVELOP APPROPRIATE ASSESSMENT PROCEDURES

1. Assessment for Explicit Purposes

To develop an appropriate assessment strategy, substate areas first need to decide what information is needed and how it will be used. By explicitly identifying the **purposes of assessment**, the substate area will be better able to determine what to assess, when assessment should occur, and the best method for assessment.

One goal that we **do not recommend** is to use assessment to screen clients out of the program. Clearly many providers have entrance requirements, especially basic skills requirements, but the client-centered approach encourages substate areas to help clients who do not initially meet those requirements develop the needed skills so they can enter needed retraining. Thus, assessment should provide information about the services that clients need to enter their selected training, not to keep them out of it.

Assessment not only provides information; **assessment affects the clients**, either negatively or positively. If the assessment process is threatening or used to deny clients services, it may have unintentional effects. For example, staff in one substate area said that the assessment process was such a "turnoff" that many dislocated workers dropped out afterward and did not return for service planning. If, on the other hand, clients find the assessment process useful and interesting, it may increase their motivation and commitment to participate in services.

Examples of explicit goals of assessment that have been set by some substate areas include:

- **Helping clients set realistic career goals.** Assessment can help clients learn about their own interests, aptitudes, and existing skills so that they can select career goals that are consistent with their interests and aptitudes.
- **Determining appropriate EDWAA services.** Assessment can help determine (a) the extent that a client needs only basic readjustment services or also retraining, and (b) the type of basic readjustment and/or retraining that a client needs.
- **Identifying barriers** to achieving career goals or to participating in needed services that can be addressed through EDWAA services or referrals to other agencies.
- **Providing a benchmark** against which progress can be measured.
- **Increasing clients' commitment to services** by helping them understand the need for those services.
- **Increasing clients' confidence** that they are qualified or have the aptitude for their chosen career.

2. Individualized Assessment

Because dislocated workers are so diverse in their previous backgrounds and skill levels, the amount and type of information each needs to make appropriate reemployment plans will vary greatly. For example, the type of basic skills assessment appropriate for lower-skilled workers will differ from that for dislocated workers with college degrees; the type and amount of vocational assessment appropriate for workers without any idea about their options will differ from those for workers who come into the program with clear vocational goals.

The problem of not individualizing assessment tests is illustrated by the experiences of a substate area that served a very diverse set of dislocated workers but used a standard set of assessment tools. It conducted a full day of assessment, using an extensive battery of tests, including four basic skills tests and an occupational aptitude test. The group of dislocated workers observed taking these tests were all well-educated professionals. This group complained that the extensive testing of their basic skills, particularly with tests designed to detect substantial deficiencies, was demoralizing and demeaning. (*"Who do these people think we are--morons or something?"*) Most did not want to return to the workshop they were attending because they were concerned they would be treated like children and forced to take more tests.

Substate areas have used several strategies to individualize assessment. First, some substate areas **tailor a specific set of assessment tools** to be used for each client. The advantage of this strategy is that each individual participates in assessments designed to provide the specific information he or she needs to develop an appropriate reemployment plan. The disadvantage is that tailoring assessment may require substantial staff expertise and time to determine which tools are appropriate for each client.

A second strategy is to develop **several sets of assessment tools** to be used for different types of workers. Although less individualized than the first approach, this strategy is less time consuming and requires less staff expertise.

Another strategy is to conduct a short standardized assessment for all clients but to provide **additional assessment** for those who have less formal education or who are unable to develop a career goal based on the results of the initial assessment. Although this approach does not tailor assessment for every worker, it does provide more individualized assessment when more information is required. This approach requires less staff time than the totally individualized approach, but it also requires staff expertise to identify appropriate additional assessment.

To overcome a lack of in-house expertise, a final strategy is to **refer individuals** requiring more in-depth assessment to another agency with greater expertise in assessment. This approach, however, requires good communication and coordination between agencies.

Examples of Individualizing Assessment

Example #1—Individualized Assessment. In this substate area, all clients are given a brief reading test for reporting purposes and a test of occupational interests. Each worker then meets with an assessment counselor for a minimum of one hour to discuss the client's work history, hobbies, occupational interests, transferable skills, and employment barriers. After this interview, the counselor determines the need for further assessment or further vocational exploration exercises. Most assessment tests are provided in-house, but further diagnostic testing is conducted by ESL and basic skills providers. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Separate Tools for Different Categories of Workers. This substate area uses separate sets of assessment tools for different categories of workers. Professionals are given a test of occupational aptitudes, an occupational interest inventory, a personality test, and a test of work values. Nonprofessionals with good literacy skills are given similar tests with the exception of the personality test. Nonprofessional workers without good literacy skills or with limited formal education are given two basic skills tests that are designed to detect substantial deficiencies.
NOVA, Sunnyvale, CA.

Example #3—Contracting with Other Agencies for Additional Assessment. This substate area initially administers a standard set of assessment tools for all dislocated workers, including a basic skills test and three instruments for assessing interest and aptitudes. To provide additional assessments when needed, this substate area contracts with several other agencies. For example, a community ESL agency provides additional testing for those with poor English language skills; the Department of Vocational Rehabilitation provides testing for developmental, physical, or emotional disabilities. **Seattle-King County PIC, Seattle, WA.**

3. Assessment That Is Valid and Reliable

Although assessment is often thought of only in terms of formal tests, substate areas have used a variety of methods to obtain information about their clients. In addition to formal **paper-and-pencil** or **performance tests**, substate areas have used **self-reported** information from the client, **observation** of the client's behavior, and **career-exploration exercises** to generate systematic information about clients' needs, interests, and abilities.

Whatever its form, however, an assessment procedure should be both valid and reliable. Although these terms are often couched in technical jargon, they have very direct and commonsense meanings. **An assessment procedure is valid if it measures what it is intended to measure.** Thus, for example, a math ability test would not be valid if a client could not perform well because he or she could not read the math problems.

An assessment procedure is reliable if it is consistent. That is, an assessment is reliable if the same conclusion would be drawn if the client repeated the assessment or if a different counselor conducted the assessment. Reliability is of particular concern for assessment instruments that contain very few items or for self-reported or observational assessments, where more subjective judgments of the client or counselor come into play.

Both the validity and reliability of assessments can be enhanced by **designing a systematic assessment process**, as illustrated through several examples presented in the remainder of this chapter.

B. STRATEGIES TO HELP DETERMINE OCCUPATIONAL INTERESTS, APTITUDES, AND TRANSFERABLE SKILLS

Many dislocated workers can find stable reemployment only in substantially different occupations than those from which they were dislocated. Indeed, the EDWAA eligibility rules require that a dislocated worker have limited opportunities for reemployment in the same or similar occupation unless the worker is dislocated from a large-scale layoff or plant closure. An important challenge, therefore, is to help dislocated workers **explore their occupational interests and aptitudes** to choose an appropriate career that will lead to stable employment and replace their previous wages to the extent possible.

A key aspect of this challenge is helping dislocated workers identify how their **existing skills can be transferred to other occupations**. To the extent dislocated workers can find new careers that use some of their existing skills, they will require less retraining and are likely to be able to start farther up the career ladder than those who begin in occupations that make little use of their existing skills.

Substate areas have used three strategies, either separately or in combination, to help dislocated workers assess their occupational interests, aptitudes, and transferable skills: formal assessment tests, self-assessment exercises, and assessment interviews with a vocational counselor.

1. Formal Tests of Interests, Aptitudes, and Transferable Skills

The first strategy is to conduct formal tests of dislocated workers' interests and aptitudes. The **advantages** of using these existing tests are that (a) most have been developed by testing professionals and **information has been published about their validity and reliability**, (b) many relate the results of the tests to **suggested occupational clusters** that clients can explore, (c) **many are easy to administer** to groups of dislocated workers and thus require less staff time than, for example, assessment interviews.

The **disadvantages** of relying on existing assessment tests are that (a) some staff and clients may **overinterpret the results** as definitive statements about the client's career prospects, (b) some **clients may be threatened by tests**, and (c) some paper-and-pencil tests **may not be appropriate for some clients**—for example, those with low literacy levels or limited English skills.

a. Aptitude Tests

"Assessments are probability statements about what a client has an aptitude for. They are not final statements about the client's ability."

Many substate areas conduct formal tests of clients' occupational aptitudes to help them select an occupation. Clearly, clients who pursue careers that are a **good match to their abilities** are more likely to succeed, resulting in more stable employment and higher wages. Aptitude testing can help clients select appropriate careers, either by **suggesting options** that the clients may not have thought of before or by **focusing choices** on occupations that use the clients' abilities.

Although many find aptitude tests a very helpful tool, several substate areas have identified potential problems in interpreting these tests that should be kept in mind. First, as the quote above indicates, aptitude **tests are not definitive judgments** about occupations in which a client will succeed or fail. At best, they are indicators of how similar a client's measured aptitudes are to the measured aptitudes of those who are successful in an occupation; there is no proof that those aptitudes are what caused those workers to be successful or that, without those aptitudes, a worker cannot be successful.

Second, many characteristics measured by these tests are **not necessarily inherent aptitudes** but often reflect the skills the individual has attained through work, schooling, or other experiences, which can be enhanced through training. For example, in one substate area, a client wanted to train as a computer-aided drafting (CAD) operator but her scores on the mechanical and imaging aptitudes were below average. She took a course in drafting that greatly enhanced her ability to visualize spatial relationships and later successfully completed the entire CAD program.

The following are examples of three aptitude instruments used by several substate areas. They are included as examples of the types of tests available; no endorsement is intended or implied. For more detailed reviews of different aptitude tests, see the guides listed in the resource section at the end of this chapter.

Examples of Occupational Aptitude Tests

Example #1—General Aptitude Test Battery (GATB). The GATB was developed by the Employment Service to assist in vocational counseling and job referrals. It consists of eight paper-and-pencil tests and four performance tests that use pegboards and dexterity boards. The results measure nine aptitudes, ranging from general learning to spatial aptitude and manual dexterity. The GATB relates a test taker's pattern of aptitudes to the pattern of aptitudes for workers who were successful in specific occupational areas. These occupations are grouped into clusters of similar aptitude patterns, which are keyed to the *Guide for Occupational Exploration* and the *Dictionary of Occupational Titles*.

The advantages of the GATB are that it (a) can be administered to relatively large numbers of workers at the same time, (b) it is easy to score by hand, (c) it is relatively low in cost, and (d) extensive research has been conducted on its validity. The disadvantages concern the recent controversy about its possible adverse impact on minority test takers. Although a panel of experts concluded that the GATB is not inherently biased, the ES policy is that referral decisions should not be based solely on GATB scores. This disadvantage applies to most other aptitude tests as well, because these tests are also likely to exhibit racial differences in scores and many have been validated against the GATB results.

Example #2—APTICOM. This test measures aptitudes as well as occupational interests and basic skills. The aptitude section is very similar to the GATB and is validated against its results. The system uses a computer-based workstation. Different pages in the test book are represented by overlays placed on a large board; the client punches in his or her answer on the board with a wand. The board is connected to a timer, computer, and printer. APTICOM includes multiple-choice tests and performance tests (e.g., clients use a foot pedal to demonstrate their motor coordination). The results are automatically scored, and clients are given individualized reports describing their interests and aptitudes. APTICOM results are linked to the GATB occupational clusters in the *Guide for Occupational Exploration*. The printout lists vocational recommendations based on these aptitude patterns.

The advantages of the APTICOM are that (a) it is relatively quick to administer, (b) the tests are timed precisely, (c) the scoring is automated, and (d) several substate areas have indicated that workers are often more comfortable with the APTICOM because it does not look or feel as if the client is taking a conventional test. The disadvantages are that (a) it is expensive, and (b) several substate areas serving large numbers of dislocated workers found it too difficult to schedule workers to take the tests on a limited number of workstations.

Example #3—Career Ability Placement Survey (CAPS). CAPS, part of the Career Occupational Preference (COP) System, is a paper-and-pencil multiple-choice test designed to measure aptitudes in eight dimensions, ranging from mechanical reasoning to language usage to manual speed and dexterity. The test takes about an hour, and the results can be scored by the client. The COP System has identified 14 career clusters, defined in terms of the activity interests of workers in each occupational cluster. The ability "requirements" for jobs in each cluster were determined from a number of sources, including correlations with the GATB. A client's results indicate the occupational groups for which his or her strengths are a good match. The occupations listed in each cluster are keyed to the *Dictionary of Occupational Titles*.

Substate areas indicated that the advantages of the CAPS instrument are that it (a) is relatively short, (b) is easy to administer to large groups, and (c) can be scored by the client immediately after completing the tests. The disadvantage is that it may be overinterpreted by the client or staff. The authors intend it to be used to encourage vocational exploration, not as a definitive statement about the ability of the client to perform the job successfully.

b. Occupational Interest and Values Tests

Another occupational assessment is conducted by many substate areas determines clients' **occupational interests and values**. Typically, interest inventories ask clients to indicate how much they like or dislike various activities; values inventories ask clients to choose between two contrasting statements about themselves. Many of these instruments relate the client's pattern of responses to suggested categories of occupations.

Although interest and values assessments can provide important information to help dislocated workers select appropriate occupations, substate areas are cautioned not to overinterpret the results. First, most occupational interest and values tests were developed by examining the interests and values of **people currently working in various occupations,** on the assumption that the interests of existing workers are compatible with the activities required by the job. As is true for aptitudes, however, there is no proof that these interests caused the workers to be successful in these jobs or that the interests are required to be successful. Second, because people's interests may vary by gender or ethnic group, matching according to interests of existing workers tends to **reinforce the status quo** in terms of the gender and ethnic mix of workers in various occupations.

The following are examples of the types of interest and values tests used by the substate areas studied for this guide. Substate areas indicated that the advantages of these instruments are that they are fairly easy to administer, the clients can score the results themselves, and the results are linked to suggested occupations. They are included as examples; no endorsement of these instruments is intended or implied.

- Career Occupational Preference System (COPS) is an occupational interest inventory that asks clients how much they would like or dislike doing various job-related activities. The COPSystem's 14 occupational groups were defined by the pattern of interests exhibited by individuals working in various occupations (see the CAPS example above). The results indicate the occupations in which the clients interests are most like the interests of those current job holders.
- Career Orientation Placement and Evaluation Survey (COPES) is a values inventory designed to measure personal values relevant to different occupations. Clients are asked to choose which of two contrasting statements best describes their values. The individual's scores on 8 dimensions (e.g., investigative versus accepting) are keyed to the COPSystem's 14 occupational groups.

- Self-Directed Search (SDS) includes a brief interest inventory that asks clients to indicate whether they like or dislike various job activities and occupations. The results are keyed to the job clusters defined by the Holland theme scales: realistic, investigative, artistic, social, enterprising, conventional. .
- Harrington O'Shea Career Decision-Making System (CDM) includes a brief values and interest inventory and a self-reported abilities list. The results are categorized into six career interest areas, and the combination of the two highest areas is used to determine recommended career clusters.

Example of Using Interest and Values Assessments

Selecting the COPS and COPES Instruments. To research assessment tools, this substate area formed a task force which contacted schools and other substate areas to obtain recommendations for tools they should consider. After reviewing 10 instruments, the task force selected the COPS and COPES interest and values instruments (as well as the CAPS aptitude test) because the task force members felt that these instruments were appropriate to the reading level of most of their clients, provided a balance of information about interests and values, and were easy to score.

An example of how the results of these instruments are used is a client who was interested in working as a nurse or respiratory therapist because these occupations were in demand in the area. The client's interests and aptitudes were consistent with a medical occupation, but this individual scored very low on the social work-value indicator. The counselor suggested that the client investigate other jobs in the medical field (e.g., lab technician) that did not require the extensive social interactions required by nurses or respiratory technicians but that were also in demand. **The Job Council, Medford, OR.**

c. Transferable Skills

Some substate areas use formal tests to assess the transferability of dislocated workers' existing skills to new occupations. Workers who switch to entirely new occupations often suffer a substantial pay cut as they begin at the bottom of a new career ladder. Those who can transfer their existing skills to a new occupation may suffer less of a loss in wages.

The substate areas studied identified two assessment tools, which are automated career exploration systems (see Section II.C.1 below) that have the capacity to start with the client's previous occupations and identify occupations with related skills.

- Choices-CT. The transferable skills option for this assessment system analyzes 13 key factors associated with the client's previous jobs (e.g., educational level requirements, physical demands, aptitudes, and interests) and suggests new occupations that match on those key factors.
- OASYS. This system has an option that can identify occupations that are similar to the client's previous work on several dimensions and that use some of the same skills.

Although some substate areas found these assessments of transferable skills very valuable, almost all indicated that it required a substantial investment in staff training to learn how to use the transferable skills options. Substate areas that had not developed the staff expertise reported that these tools were rarely used.

2. Self-Assessment of Interests, Aptitudes, and Transferable Skills

A second strategy to help dislocated workers explore their interests, aptitudes, and transferable skills is through self-assessment exercises. Although some substate areas ask clients to complete these exercises individually, self-assessment exercises are most often conducted in group workshops.

Substate areas have identified several **advantages** to having clients conduct self-assessment exercises. First, by helping clients think carefully about their own interests and aptitudes, self-assessment exercises **increase the ability of clients to identify appropriate career goals.** Second, by introducing clients to the concepts of work-related interests, values, and aptitudes, clients and counselors **develop a common language** to discuss appropriate reemployment plans during service planning. Third, when conducted in a group workshop, **clients can help each other.** Particularly if many of the clients have been laid off from the same occupation, they can help each other identify the skills that they have used and possible new occupations that require similar skills.

One **disadvantage** to group workshops, however, was noted by several substate area staff and clients. If the clients' experiences are highly varied, clients with fewer skills may feel **intimidated or discouraged** by sharing their self-assessment results with more highly skilled clients. For example, one older worker with few skills reported that the workshop made him "feel too old and ashamed" in comparison to the other clients. Some substate areas have addressed this problem by developing separate workshops for workers at different skill levels.

Examples of Self-Assessment in Group Workshops

Example #1—Exploration of Transferable Skills. As part of a 4-day career exploration workshop, clients take the COPS/CAPS/COPES tests to help them begin thinking about their aptitudes, interests, and work values. They then conduct a self-analysis of their skills that may transfer to another job. Clients are given materials describing "generic" skills that could be applied to other occupations, including skills related to:

- People (e.g., advising people, coordinating activities, handling complaints).
- Things (e.g., assembling products, operating equipment, servicing equipment, handling money).
- Information (e.g., calculating, budgeting money, classifying information, evaluating information, scheduling).
- Ideas (e.g., improving techniques, solving problems, making recommendations, troubleshooting).

Clients then complete a work history that identifies their main responsibilities, their skills, the types of tools or equipment they used, and a memorable project or activity and what that activity achieved. They are also encouraged to think about nonwork activities, such as hobbies, at which they may have developed other skills or learned to work with different types of equipment. After the workshop, the case manager helps clients identify potential careers that use these skills. **Seattle-King County PIC, Seattle, WA.**

Example #2—Exploration Workshop for Professionals. This substate area developed a 3-week workshop to address career transition needs of professionals, many of whom have very specialized skills in outmoded technologies and few contacts outside their narrow field. One week is devoted to self-assessment and career exploration. Clients begin with the *Career Anchors* workbook, developed for professionals, which helps clients identify those aspects of their previous jobs that they would not give up in their careers--that is, their "career anchors." Examples of such anchors include autonomy, managerial competence, dedication to a cause, and lifestyle.

Clients then fill out a Career Development Profile, which asks them to identify generic work skills (e.g., prepare and submit budgets, develop project plans, direct subordinates' activities) that they have used on the job, how important those skills are to the client, and how proficient the client is in those skills. After completing these self-assessment exercises, clients then explore alternative occupations consistent with their skills and interests using the Quest/Eureka system, described in Section II.C below. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #3—Using Group Discussions. To increase clients' self-awareness and help them target jobs consistent with their interests and abilities, this substate area developed a 5-day workshop. Substate area staff developed the materials and curriculum, drawing on the expertise of a number of providers in their area.

The workshop consists of individual exercises and group discussions of issues raised in the exercises. Self-assessment begins with clients preparing a detailed list of their job history, including identifying the specifics of the work performed. Clients next identify their 10 best job qualities and their 10 best marketable skills. The instructor then introduces job-related values and leads a discussion of the extent clients prefer working with people, data, or things.

Next, clients take the CDM interest and abilities tests, which they score themselves. The instructor then leads a group discussion about interests, skills, and values. Each client indicates his or her particular strengths and interests, and the group—with assistance from the instructor—suggests appropriate occupations. Often, this process suggests new ways to think about skills and strengths that identify new occupational fields the clients had not considered. **Arapahoe County Employment and Training, Aurora, CO.**

3. Interviews to Determine Interests, Aptitudes, and Transferable Skills

The third strategy to assess clients' vocational interests, aptitudes, and transferable skills is through **one-on-one interviews with vocational counselors.** Some substate areas use assessment interviews in conjunction with formal assessment and/or self-assessment instruments; others use them as alternatives to these other approaches. Typically, counselors spend at least an hour, and often longer, with each client, going over his or her work history and other experiences (e.g., hobbies, volunteer work) to determine the skills the person has acquired that might be transferable, aspects of previous work that the client liked and disliked, and aspects at which the client felt he or she was particularly successful and unsuccessful.

The **advantage** of this strategy is that assessment interviews are a **highly individualized** way to learn about clients' occupational interests and skills. The counselor can tailor the interview to explore in depth each individual's experiences. It also **allows the counselor to individualize any formal assessments** to answer specific questions that remain after the assessment interview.

The **disadvantages** are that (a) one-on-one interviews require more staff time and thus are **more costly** than group workshops and most formal assessments, and (b) the validity and reliability of information obtained **depend on the expertise and training of the interviewer**.

Examples of Vocational Assessment Interviews

Example #1—Interview to Determine Interests and Transferable Skills. In this substate area, initial counseling sessions and formal assessments typically lasted 3 to 4 hours. During an interview observed for this study, the vocational counselor began by asking the client about her situation, including what her job and responsibilities had been, and then discussed her work history in more detail. The discussion focused on the skills the client had acquired, what had interested her about each of her jobs, and what she enjoyed most about each of her jobs. They also discussed her educational background and hobbies. The client indicated that she had been thinking about a short training program at a local hospital, but was unclear about the details. The counselor recommended that she find out more about the course and make some calls to hospitals in the area to determine what the employment possibilities were. Because the client was still unsure about her career choice, the counselor recommended several assessment tests, including APTICOM. **Allegheny County, Pittsburgh, PA.**

Example #2—Interview Integrating Assessment Results. After a client has taken the APTICOM test, he or she meets with a counselor for further assessment and to discuss the assessment results. The counselor usually begins by going over the client's work history, identifying the main skills the client has acquired, and then asks about leisure and volunteer activities, explaining that those experiences may demonstrate the client's interests and aptitudes. The counselor and client next "brainstorm" about career interests, beginning with the client's stated interests and then bringing in the results of the formal assessment. In cases where there is a serious discrepancy between the client's stated interests and the counselor's judgment about appropriate careers, the counselor recommends more intensive vocational exploration. **SDA #14, Galesburg, IL.**

C. STRATEGIES TO HELP DISLOCATED WORKERS SELECT APPROPRIATE CAREER GOALS

The next challenge is to help dislocated workers use the information about their interests and aptitudes to set appropriate career goals. The extent that dislocated workers need assistance in setting goals varies widely. Some dislocated workers have clearly defined career goals and sound, well-developed strategies for reemployment in a new occupation. Others are disoriented by dislocation and have unrealistic or unfocused goals and no idea how to prepare for reemployment. In between are individuals who have some ideas about occupational fields in which they would like to work but need information about the specific jobs available in their fields of interest.

Virtually all substate areas provide dislocated workers with some career information as part of the service planning interview. In addition, substate areas have developed several strategies to help dislocated workers explore careers and labor market opportunities, including:

- Using automated systems.
- Requiring clients to conduct research about labor market opportunities.
- Arranging for speakers or presentations.

1. Using Automated Career Exploration Systems

Many of the formal occupational interest and aptitude assessments discussed above provide suggested occupations or occupational clusters, on the basis of the pattern of a client's results. Clients can then find out about these occupations, using the *Guide for Occupational Exploration* and the *Dictionary of Occupational Titles*. Automated guidance systems, however, allow clients to explore suggested occupations on-line. Below are two examples of substate areas that use automated career exploration systems.

Examples of Automated Career Exploration Systems

Example #1—Use of Interactive Automated Systems for Career Exploration. Central Ohio Rural Consortium uses several different career exploration tools to help clients who do not have definite career preference explore career options. Staff with expertise in career counseling help clients use two automated systems: Vocational Biographies and the Ohio Career Information System.

To use the Vocational Biographies system, clients first generate occupational choices using the "Career Finder" mode. Clients complete a computerized questionnaire that asks the client to rate his or her interest in 18 work-related activities (e.g., making things, growing things, physical activity, travel). The system then produces a fitness score for each of 21 broad standard occupational classifications and 20 specific occupations that are the best fit to the clients' responses.

Clients then use the Vocational Biographies system to generate information about each of the suggested occupations. The system provides on-line descriptions of different occupations, including the job content, education requirements, and salary ranges. It also refers users to hard-copy references for additional information. For example, the Vocational Biographies library includes a brief description of the life story of a real person working in the selected occupation, as well as a "data file" summarizing the occupation, working conditions, related occupations, and places to go for more information. The on-line system also refers the user to appropriate pages in the *Occupational Outlook Handbook* and the *Guide for Occupational Exploration*.

To use the Ohio Career Information System[2] (OCIS), clients use the "Quest" mode to indicate preferences on 21 items covering the nature of work, abilities, preparation, earnings, and working conditions. The system then generates a list of suggested occupational clusters, which the client can explore using the on-line database of specific occupations and training providers. This database prints out descriptions of:

- The occupation, including job duties, working conditions, hiring requirements and employment prospects.
- The preparation needed for employment in the occupation (e.g., level of education or training needed).
- The training that will be helpful in preparing for employment in that and related occupations.

Clients can find out more about the occupations that were matched to their interests and skills or can browse through additional occupations by entering the four-digit codes for those occupations.

In this substate area, information gained by working with these career exploration systems is used by the career counseling specialist, working in concert with the client's case manager, to help the client identify long-term career goals and appropriate training strategies. **Central Ohio Rural Consortium, Newark, OH.**

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[2] OCIS' Quest routine uses a program and database developed by the University of Oregon that is also used in occupational information systems in other states. Further, as part of the National Occupational Information Coordinating Committees (NOICC) and state committees (SOICC), Career Information Delivery Systems (CIDS), computer-based career exploration systems, are available in most states.

Example #2—Career Exploration as Part of a Workshop for Professionals. As part of a 3-week workshop for dislocated engineers, managers, and other professional workers, clients use the "Quest" routine in Eureka: The California Career Information System (similar to the Ohio Career Information System described above) to link their self-described preferences about work, abilities, preparation, earnings, and working conditions to specific occupations and occupational clusters. Clients are encouraged to use this automated system during their free time to research specific occupations in more detail. During the last day of the career exploration part of the workshop, clients meet with workshop staff for individual career counseling sessions to set career goals and training strategies. **Carson/Lomita/Torrance PIC, Torrance, CA.**

2. Requiring Clients to Conduct Research

Another strategy to help clients explore career options is to require clients to conduct field research on alternative occupations. Below is an example of a substate area that requires clients to research occupations through interviews with employers and training institutions.

Example of Requiring Clients to Conduct Research

Example #1—Career Information from Informational Interviews. After helping clients identify potential occupations for reemployment, this substate area requires that clients interested in classroom training prepare "Training Research Proposals," which include results of informational interviews with several employers and training providers in their targeted occupational fields. This requirement teaches individuals how to conduct their own career and labor market exploration. Interviews with local employers must address what skills are needed for employment in the field, what training programs are preferred by local employers, salary expectations, job requirements, and number of job openings. Conducting the informational interviews also helps clients determine whether retraining will be necessary to obtain employment in their targeted fields. Appendix 3-1 includes copies of the forms used in this substate area to structure informational interviews with companies and schools.

The information obtained from these informational interviews often helps clients adjust their career goals. For example, one client who had selected work in a travel agency as her initial career goal changed her mind after learning about the low wage prospects of this occupation. After tentatively selecting office management as a new goal, she was assigned a new training research proposal to complete to help her explore different possible types of office settings (e.g. accounting, law, medical, general). **Seattle-King County PIC, Seattle, WA.**

3. Arranging for Presentations about Labor Market Opportunities

A third strategy to help clients explore alternative career goals is to arrange for employer presentations or develop audiovisual presentations about career alternatives.

Examples of Presentations about Labor Market Opportunities

Example #1—Career Information from Employer Presentations and a Slide Show. To expose dislocated workers to information about other careers, the staff for a project serving workers from a large plant closure have arranged for employers from local businesses to come to the service center to give "job talks" about the kinds of occupations available, the work involved, and the requirements for the available jobs.

In addition, the staff of the job center have prepared a labor market slide show that describes many of the area's employers and the types of jobs they have available. This slide show is updated regularly and is shown whenever a client is interested in viewing it. **Western Indiana PIC, Terre Haute, IN.**

Example #2—Career Information from an Outside Speaker. This substate area hired a special media consultant with good knowledge of the local labor market to conduct three seminars on "Working through Change: Careers in the New Economy." The workshop was designed to talk about how the specific skills and experiences of dislocated workers fit with current and future conditions in the state's economy. The seminar covered areas of expected job growth and demand throughout the state. Clients received a booklet of new "hot" jobs appropriate for different levels of education and salary expectations. **Arapahoe County Employment and Training, Aurora, CO.**

Example #3—Videotapes on Specific Occupations. Each of the service offices operated by this substate area has a library of career materials, including videotapes that describe different occupational fields. These videotapes show people doing the particular job and describe the occupation, wage outlook, and job opportunities in that occupation. This information is oriented to individuals who have no familiarity with the occupation being described. **Kankakee Valley Job Training Program, Valparaiso, IN.**

D. STRATEGIES TO ASSESS BASIC SKILLS NEEDS

After helping dislocated workers assess their occupational interests and determine an appropriate career goal, the next challenge is to assess what barriers clients face to achieving their goals. One important barrier that should be assessed is whether dislocated workers lack the basic educational skills needed by today's economy.

The design of basic skills assessment for dislocated workers has received little emphasis in many substate areas. Often, dislocated workers are not assessed beyond the reading level requirement for the WAPR, or they are given the same tests that were chosen for Title II-A clients.

Several considerations are important in designing appropriate basic skills assessment for dislocated workers. First, **the level of formal education may not be a good indicator of whether basic skills remediation is required**. Even dislocated workers with college degrees may need to brush up on skills that they may not have used for many years if they are to succeed in retraining. On the other hand, workers who lack a formal education may have acquired basic skills on the job or through other experiences. For example, one client contacted for this guide had little formal education but was encouraged to find that her basic skills tested well enough to allow her to enroll in college-level courses.

Second, the wide range of dislocated workers' skills makes it particularly **important to individualize basic skills assessment procedures**; a single basic skills test is likely to be inappropriate for at least some workers. For example, one substate area used the CASAS basic skills test for all dislocated workers. The items in this test use work-related problems (e.g., reading questions using text from an employee handbook), so many dislocated workers found it nonthreatening and fair. On the other hand, higher-skilled workers found the test somewhat insulting because many of the items were designed to detect substantial basic skills deficiencies.

One approach is to use a **test appropriate for many levels of basic skills proficiency**. For example, many substate areas use the Test of Adult Basic Education (TABE), which includes a brief locator test to determine which of four more detailed tests is appropriate for the test taker's skills level.

Another strategy is to use a **range of assessment instruments** and select the appropriate instrument on the basis of an initial test or client's formal education. For example, one substate area uses the Wide Range Achievement Test (WRAT) for reporting and initial testing. Those with substantial deficiencies then receive additional testing by the basic skills provider to determine the most appropriate remediation strategy. Others receive the ASSET test to determine their need for remediation while in occupational classroom training.

Another consideration indicated by many substate areas is that dislocated workers, many of whom have been out of school a long time, may be particularly **threatened by basic skills testing**. Strategies that substate areas have used to address this problem include conducting basic skills testing after the client and counselor have developed some rapport and emphasizing that the purpose of the testing is not to compare them with others but to determine what services they will need to meet their goals. The following are two examples of how substate areas introduced basic skills testing to dislocated workers.

Examples of Introducing Basic Skills Assessment

Example #1—Basic Skills Testing as Part of a Workshop. This substate area conducts basic skills assessment in the middle of a 5-day workshop, after the clients and instructor have gotten to know each other. The workshop instructor is very sensitive to the concerns of clients, who are often very nervous about being tested, especially for a grade-level equivalency. He meets individually with each client to provide "motivational" counseling, stressing that the purpose it not to compare the client with others but to get a point of departure for their instruction. Those going on to basic skills training are periodically reassessed to measure their progress. **Montana Balance of State, Helena, MT.**

Example #2—Presenting Basic Skills Results. Clients in a special project are given the TABE and then meet individually with the counselor to discuss the results. The counselor presents the results as an indicator of where the client is now; he is very supportive and encourages the client to take new steps to improve those skills. Several of these clients indicated that they appreciated the discreet way that basic skills test results were handled, since many of them were embarrassed about their results. They felt that, after years of doing the same type of job, they had forgotten much of their education. **Western Indiana PIC, Terre Haute, IN.**

Finally, particularly because basic skills testing may discourage clients, substate areas should carefully examine what information they need and how they will use the information generated by basic skills assessment. This guide encourages substate areas to use basic skills assessment to determine whether clients need remediation to meet their reemployment goals rather than simply to screen whether clients meet eligibility criteria set by their service providers. Chapter 7 describes in depth the ways that substate areas have provided basic skills training to dislocated workers. Below are two brief examples of how assessment is used to enhance services to dislocated workers.

Examples of Using Basic Skills Assessments

Example #1—Using Assessment to Tailor Curriculum. This substate area provides basic skills remediation through individualized tutoring with a basic skills instructor. A client's TABE results and his or her career goal are used to develop an individualized basic skills curriculum. The goal is to have the client acquire the basic skills necessary to either get a job or enter retraining. **Montana Balance of State, Helena, MT.**

Example #2—Using Assessment to Determine Readiness for GED. One client had dropped out of school after the 9th grade, but the assessment indicated that her basic skills were at the 11th grade level. She was encouraged enough by her scores and by her counselor to take the GED examination. She passed it on the first try, without taking any classes, and was able to enroll immediately in an occupational retraining program. Assessment helped this client realize that a GED was within reach. **The Working Connection, Fort Worth, TX.**

E. STRATEGIES TO ASSESS OTHER NEEDS

1. Assessing the Need for Basic Readjustment Services

Although most substate areas provide a core set of basic readjustment services to all dislocated workers, some have also developed a variety of optional basic readjustment services--such as more in-depth or specialized job search assistance, stress management, and world-of-work training. In other cases, substate areas refer clients needing further services (e.g., more stress management services) to other agencies. These substate areas have developed a variety of strategies to assess which clients should be referred to optional basic readjustment services or to other agencies.

Some case study substate areas have developed a **formal assessment instrument,** often with assistance from a consultant. Clients with scores on this instrument that meet specified criteria are referred to additional basic readjustment services. Although this approach is more costly to develop than other alternatives, it offers some advantages. Because the same criteria are uniformly applied to each client, it increases the reliability with which referrals are made. Further, to the extent that the assessment items are chosen because they are valid indicators of the need for services, a formal assessment instrument is likely to be more valid than less systematic methods.

Another approach is to assess clients' need through **observation of their behavior** during a counseling interview or during a workshop. The validity and reliability of observations can be greatly strengthened by **making the process systematic**--that is, by developing criteria for drawing conclusions from behavior and having observers document their conclusions using these criteria. For example, one substate area has the instructor of a 5-day workshop use a 4-point scale to rate each client on 10 dimensions, including attendance, ability to follow written and verbal instructions, and group interaction skills. On the basis of these ratings, clients are referred to additional job-readiness services. Training staff in observation methods, including having two observers rate the same client and checking the agreement of their conclusions, can strengthen the process as well

Another approach is to **ask clients** about their need for various services. The validity and reliability of self-reported need for services is likely to depend greatly on the client's circumstances. For example, a client who comes into the office with a specific career goal may not know whether he or she could benefit from a career exploration workshop; one who has received some career guidance could probably provide a valid report of whether additional assistance would be helpful. Of particular concern is relying on the clients to report whether they need stress management services. Clients who are depressed or angry, classic symptoms of stress, may not provide a valid or reliable response about their need for assistance.

Another approach is to arrange for a **specialist to assess clients**, particularly about their need for stress management services. Through a combination of self-reported information and observations, an expert is likely to make a more valid and reliable assessment of a client's needs than is someone without specialized training.

The following are examples of substate areas that have adopted various methods to assess clients' needs for basic readjustment services.

Examples of Assessing the Need for Basic Readjustment Services

Example #1—Assessment by an Expert. As part of this substate area's "one-stop shop" approach, a mental health counselor (whose salary is paid by a state mental health project for unemployed workers) is located at the EDWAA office. Clients are encouraged but not required to meet with the counselor at least once. The counselor determines which clients could benefit from further assistance and schedules additional counseling, which is paid through the mental health programs. This coordination with mental health programs is part of the substate area's formal arrangements to facilitate clients' access to needed services. **Allegheny County, Pittsburgh, PA.**

Example #2—Assessment Using an Instrument Developed by a Consultant. After one potential employer complained that dislocated workers applying for jobs were often bitter and resentful over being laid off, this substate area hired a consultant to develop a workshop addressing stress management, work habits, time management, problem solving, and negotiation. To help customize this workshop, the PIC and a consultant developed assessment instruments covering self-image, communication skills, attitude toward the previous job, and attitude toward changing jobs. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #3—Assessment Using a Pretest. This substate area developed a standardized competency-based workshop curriculum, which provides instruction in eight different modules: career self-assessment, career decision-making, labor market information, avenues for finding employment, preparing resumes, completing job applications, interviewing and follow-up, and on-the-job success. A pretest is administered to determine which units each client needs to complete to achieve competency in all areas. **Southwestern Wisconsin PIC, Dodgeville, WI.**

Example #4—Assessment Using Self-Reports and Observations. As part of the service planning process, clients complete a form asking about family problems, financial stress, and anxieties related to looking for jobs or going back to school. (These forms are included in Appendix 3-2.) Counselors also look for signs of stress, depression, and anger throughout the service planning and case management process. For clients reporting mild stress, the counselor talks with them and provides support. For more serious cases, the counselor makes an appointment for the client with a community mental health agency. **Central Ohio Rural Consortium, Newark, OH.**

2. Assessing Supportive Service Needs

Many substate areas ask clients about their supportive service needs as part of the service planning process. What distinguishes substate areas with well-developed practices to assess these needs is the use of **clear, explicit procedures** to gather the information from the clients. Procedures that these substate areas have developed to assess supportive service needs include:

- **Questionnaires** to be filled out by the client before the service planning session.
- **Interview checklists**, which the counselor uses to guide the discussion about supportive service needs during a service planning session.
- **Observation** during the service planning session or during workshops about clients' needs. For example, in one substate area a workshop instructor records any attendance problems in clients' records; the service planner then explores the reasons for poor attendance, such as lack of reliable transportation or child care.

Examples of Assessing Supportive Service Needs

Example #1—Using a Client Questionnaire and Interview Checklist. Counselors in this substate area use an integrated set of needs assessment and service planning forms, presented in Appendix 3-3, to identify and develop service plans responsive to the following array of personal and work-related needs:

- Physical requirements (e.g., whether the client has difficulty lifting, working at heights, reaching in a variety of directions).
- Environmental conditions (e.g., whether the client is willing to work outside, inside, or both).
- Transportation (e.g., whether the client has a driver's license and the method he or she will use to get to work or training).
- Situational concerns (e.g., whether the client has family problems or obligations, child care needs).

- Personal concerns (e.g., whether the client is worried about job and other issues, such as having enough experience to be hired, losing medical benefits).
- Legal concerns (e.g., whether the client's wages are being garnished, whether he or she has any felony convictions).
- Health information (e.g., whether the client has any chronic illnesses).

These needs are identified through an initial draft of a "support plan" prepared by the client. The counselor then interviews the client about each area, following a checklist that identifies whether the area is an asset, barrier, or critical barrier. The final service plan identifies the steps that will be taken to address each barrier to employment. Needed services are provided directly or through referral to other agencies. **Central Ohio Rural Consortium, Newark, OH.**

Example #2—Comprehensive Checklist and Identification of Planned Services. The service plan form used by this substate area includes a comprehensive checklist of supportive service needs, including transportation, child/dependent care, physical/mental health, and housing arrangements. (See Appendix 3-4.) For example, the checklist on transportation includes whether the client has access to public transportation, a driver's license, liability insurance, a registered vehicle in adequate repair, and financial resources to cover the costs of transportation. The form has a corresponding section for the planned services to address any needs. Options for addressing transportation needs include transportation allowances, driver's education, assistance with access to alternative transportation, and assistance with relocation. Many identified needs can be addressed directly through EDWAA services, including child care, transportation, other training costs, and mental health/family counseling costs by special arrangement. **West Central Wisconsin PIC, Menomonie, WI.**

3. Assessing Income Needs

Many substate areas find that **assessing clients' income needs** is an important step in service planning. Clearly, substate areas that provide **needs-related payments** need to determine systematically which clients need such assistance. Even when needs-related payments are not provided through EDWAA, systematically reviewing clients' available income can help clients determine their **need and eligibility for other types of assistance**, such as Pell grants or student loans. Finally, helping clients assess their financial situation, including their income and expense, can **improve the service planning process** by helping clients determine whether they can support themselves (with or without income assistance) during retraining. Developing a workable budget will also increase the chance that clients will stay with the program and complete their goals.

Examples of Assessing Income Needs

Example #1—Budget Exercise in Preparation for Training Proposal. This substate area begins planning for the financial support needs associated with retraining as soon as clients enter the program. A Workforce Budget Exercise, included in Appendix 3-5, helps clients to think about what their living expenses will be while in training. It requests clients to look back through their records to determine their minimum amounts for various household expenses and develop a budget for these expenses during training. This budget worksheet must also accompany specific training proposals. **Seattle-King County PIC, Seattle, WA.**

Example #2—Personal Finance and Budget Form as Part of Training Application. To help clients interested in vocational training to estimate anticipated living expenses and identify potential sources of income and assistance, this substate area has developed a personal finance and budget form. This form, included in Appendix 3-6, identifies potential sources of assistance, including Pell grants, Oregon Needs Grants, scholarships, student loans, unemployment insurance benefits, and public assistance. **The Job Council, Medford, OR.**

Example #3—Budgeting as Part of Planning for Services. In this substate area, the counselor works with a client to fill out a budget worksheet, which identifies all sources of income each month, including any assistance from Pell grants, for which all clients are required to apply. Necessary monthly expenses are divided into fixed expenses (e.g., rent, loan payments, required medications) and variable expenses (e.g., necessary clothing, telephone, food, child care). The income and necessary expenses are then compared. If there is a surplus, then the budget form has clients list luxury expenses (e.g., entertainment, additional clothing). This substate area does not provide needs-related payments but tries to coordinate with other sources of income support for dislocated workers. **North Central Indiana PIC, Peru, IN.**

Example #4—Early Identification of Income Needs to Reduce EDWAA Dropout Rates. This substate area introduced a budgeting procedure into the service planning process after they noticed that many dislocated workers were dropping out of training because they did not know how to manage their resources. Clients are asked to identify (a) all sources of income available; (b) services, such as medical assistance or school lunches, that the client may be able to obtain free or for a reduced price; and (c) the amount needed for basic living expenses. Counselors also use this information to help determine clients' eligibility for income assistance from other programs, such as state-funded extensions of UI benefits (for individuals participating in approved training programs) and student financial aid programs. **Florida Panhandle PIC, Panama City, FL.**

F. STRATEGIES TO DEVELOP COMPREHENSIVE SERVICE PLANS

Service planning is the culmination of the assessment and career exploration process. Once a career goal has been selected and the barriers to reaching that goal have been assessed, the counselor and client need to work together to develop a practical and comprehensive plan that identifies the services the client needs and the actions that must be taken to achieve that goal.

1. Content of Service Plans

In some substate areas, the service plan is simply a *pro forma* document, used to record referrals to specific providers. Responsive service planning, however, involves more than simply filling out a form. Substate areas with more responsive procedures generally have developed **structured procedures to guide the development of comprehensive and appropriate service plans.** Service plans in these substate areas contain the following:

- **Clear career goals**, with procedures to ensure that the goals are realistic--that is, are consistent with the client's interests and aptitudes and are in an occupation in demand in the local economy.
- Planned activities that address both **immediate employment objectives and longer-term career goals**. In some cases, clients may not be able to achieve their ultimate career objectives immediately, especially when they need to start lower down the career ladder in a new occupational field. Thus, in helping clients develop realistic reemployment plans, it is often beneficial to encourage clients to identify intermediate goals that can lead to their longer-term goals.
- Services that **address all potential barriers** to employment. Assessment of clients' basic skills deficiencies or other barriers to employment does little good unless the substate area can develop plans for helping dislocated workers address those barriers, either through EDWAA services or through referrals to other agencies (see Chapter 4 for examples of such referrals).
- **A sequence of services**, with estimated timetables for achieving intermediate milestones. Very often, dislocated workers will need a sequence of services to address their needs (e.g., a crisis adjustment workshop to help them cope with being laid off, classroom training to teach them new occupational skills, a job search workshop to teach them how to find appropriate employment). Service plans should specify the sequence of services required and identify the expected timetable for those services (which will also help case managers gauge whether clients are making adequate progress).
- A **clear delineation of the responsibilities** of clients, counselors, case managers, service providers, and outside agencies. Particularly when the service plan involves referral to other agencies or when several agency staff are involved in service planning, it is beneficial to delineate clearly the responsibilities of the client, substate area staff, provider staff, and staff from other agencies in following through with the service plan. For example, if the plan calls for multiple EDWAA services, it should indicate who is responsible for making sure that the

client enrolls in those services at the appropriate time; if the plan calls for referral to services to other agencies, it should indicate who is responsible for contacting those other agencies.

- Provisions to **update** career goals and needed services, as necessary. Although thorough initial assessment can help substate areas and clients develop appropriate career goals and service plans, in some cases those plans will need to be updated to reflect new information (for example, about additional barriers to participation or reemployment). Service plans, therefore, should include a provision for updating the need for services. (See Chapter 4 for examples of updating service plans through case management.)

Example of a Comprehensive Service Plan

Comprehensive Service Planning. Service planning in this substate area is the culmination of three meetings between the counselor and client. After extensive discussions about the client's situation, goals, and barriers to reaching those goals, the counselor prepares a written service plan that covers:

- Personal needs that are barriers to employment (e.g., need for driver's license, need to improve self-esteem).
- Educational needs that are barriers to employment (e.g., need to improve basic skills, need to obtain a GED).
- Employability needs that are barriers to employment (e.g., need for job search training, need for job readiness training).
- Short-term career goals.
- Long-term career goals.
- Plans for skills training.
- Plans for supportive services.

For each of the areas, the plan specifies the steps that will be taken and who will take those steps. The plan is signed by both the client and the case manager. A copy of this plan is presented in Appendix 3-3. **Central Ohio Rural Consortium, Newark, OH.**

2. Balancing Clients' Preferences and Their Need for Appropriate Services

In developing service plans, substate areas face the challenge of responding to dislocated workers' preferences for services while encouraging them to participate in appropriate services that will lead to stable employment with wages as high as possible. Career exploration services, described in Section II.C above, are one strategy to help dislocated workers select appropriate career goals, but dislocated workers may not have realistic ideas of the amount and types of training that they may need to reach those goals. Strategies that some substate areas have used to encourage dislocated workers to select and participate in appropriate services include:

- **Promoting active client involvement in service planning** to ensure that dislocated workers have articulated their employment goals and identified how EDWAA services can contribute to the achievement of these goals.
- **Counseling clients on the need for services, when needed** to achieve stable employment in high-quality jobs.
- **Providing for the gradual evolution of service plans** as clients absorb new information about their career options and the training requirements of those occupations.

a. Promoting Active Client Involvement

One strategy to ensure that dislocated workers make sound service choices is to **promote active client involvement** in developing service plans. Most of the substate areas using this strategy encourage clients to gather up-to-date information about the available services and occupational training choices.

Examples of Promoting Client Involvement

Example #1—Building Service Plans on Individuals' Job Preferences. During the initial orientation meeting in this substate area, applicants are given a form that asks them to describe "my ideal dream job" and "four jobs that I am able and interested in doing," and to list self-identified barriers to employment. The answers to these questions provide the framework for the first planning interview, which covers applicants' job history, job goals, transferable skills, financial situation, and barriers to employment. During the first meeting, the counselor works with applicants to develop short-term goals as well as longer-term "dream job" goals.

Clients are then required to conduct a series of informational interviews with training providers to assess the quality of the training, as well as with employers to determine employment opportunities. Informational interviews help clients determine whether an immediate job search is likely to be successful or whether retraining is needed to secure a job in the targeted field. The program provides clients with a series of checklists to use in assessing vocational schools. Appendix 3-7 presents a copy of these checklists.

After completing an assessment workshop, clients meet again with their counselors to develop formal service plans. Clients actually complete the written service plan, with revisions or additions by program counselors, as necessary. **The Job Council, Medford, OR.**

Example #2—Client Research of Service Needs. Clients are encouraged to conduct informational interviews with employers and training institutions before making a final decision about desired services. On the basis of the information obtained from these interviews, the client first decides whether training or immediate job search is a more appropriate strategy for reemployment in the targeted field. If the client selects training, the research conducted by the client helps him or her to make a sound decision about which training provider and which course to request. The service planning procedures in this substate area are designed to train clients to articulate their own employment goals, skills, and training needs. **Seattle-King County PIC, Seattle, WA.**

Example #3—Preparation of a Formal Training Application by Clients. Clients who are interested in training lasting more than 6 weeks are required to complete a "scholarship" application that describes how the proposed training is appropriate to the applicant's educational and work background and how it will eliminate barriers to employment and enable the client to obtain employment in growing industries. Three personal letters of recommendation are also required as part of the scholarship application. The substate area also urged training that will prepare clients for jobs paying at least 85% of the prelayoff wage. Appendix 3-8 presents the scholarship application forms used in this substate area.

Although these practices are consistent with the substate area's stated desire of promoting active client participation in service planning and ensuring that training will result in employment consistent with the client's employment goals, these procedures may also inhibit those who are more timid or more discouraged from seeking retraining. **Arapahoe County Employment and Training, Aurora, CO.**

b. Counseling Clients about the Need for Services

Another strategy to encourage participation in needed services is to have the service planning staff actively counsel dislocated workers about the importance of substantial retraining, when appropriate. As described below, examples include encouraging basic skills training when needed and promoting retraining for stable occupations. Section C in Chapter 9 on classroom training describes several additional strategies to encourage dislocated workers without marketable skills to participate in retraining.

Examples of Counseling Clients about Needed Services

Example #1—Encouraging Classroom Training for Stable Occupations. Each of the nine field offices in this substate area is staffed with peer counselors who share the working-class culture of most clients and are usually able to establish a trusting relationship with dislocated workers from the declining timber and mining industries in this state. They encourage clients to upgrade their skills and retrain for stable new occupations rather than returning to unstable but high-wage employment in the timber or mining industries.

For example, one client in this substate area indicated an initial interest in attending truck-driving school with a goal of working in the timber industry. After talking with his counselor over an extended period, he decided to finish his college degree in business. Another client decided to attend LPN training, after being reassured by his counselor that he could receive ongoing tutoring and individualized assistance from the program's basic skills instructor. **Montana Balance of State, Helena, MT.**

Example #2—Encouraging Intensive ESL Training for Clients with Limited English. Counselors in this substate area encourage clients with limited English to participate in intensive ESL training programs. They emphasize that, without this training, clients will find it hard to obtain reemployment in jobs other than low-wage, low-skilled jobs with few benefits. The ESL and basic skills remediation options available through this substate area include intensive adult-oriented, job-relevant courses purchased from technical language instruction schools. When possible, counselors try to link language upgrading with specific occupational skills training. **Upper Rio Grande PIC, El Paso, TX.**

c. Providing Iterative Service Planning

A third strategy to help dislocated workers develop goals and select appropriate services is to conduct service planning over an extended period of time and provide opportunities for clients to gather the information they need to make appropriate choices. In many substate areas, the setting of career goals and the development of service plans is an iterative process. Inputs to this process include:

- **Information from assessment** tests and self-exploration exercises about clients' interests, aptitudes, values, and work-related skills.
- **Identification of potential barriers** to employment from client self-reports or assessments conducted by service planning staff.
- Information about **labor market opportunities** and the working conditions, wages, and career advancement potential of different occupations.
- Information about **training providers** and available training courses.

As new information is brought to the attention of the dislocated worker during the service planning process, the client may reexamine his or her choice of employment and service goals, leading to a new iteration of the service planning process.

Examples of Iterative Service Planning

Example #1—Step-by-Step Planning. During the initial service planning session in this substate area, counselors identify additional steps that clients should follow to refine the desired employment goal and identify needed services. Examples of intermediate activities include attending career counseling sessions at the local community college, attending other basic readjustment workshops, and researching specific training programs. The service plan remains very fluid until all these activities have been completed.
Arapahoe County Employment and Training, Aurora, CO.

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Example #2—Service Planning in Multiple Stages. In this substate area, service planning takes place in several phases. First, at the time of application to EDWAA, clients fill out a form that identifies occupational interests, skills, and barriers to employment. The second stage consists of an initial service planning interview with the counselor who is responsible for interpreting initial assessment results. During the interview, the counselor and client review assessment results, the client's work history, occupational interests, employment barriers, and service preferences. If the client has a well-developed career goal and clear and realistic service objectives, most of the content of the service plan is determined at this assessment interview. A "mini-assessment profile" is completed by the assessment counselor, and the client is referred to a core counselor who remains as the case manager throughout program participation.

Professional-level clients who need further assessment and career counseling may be referred to a 3-week career exploration/job search workshop operated by the local community college. During this workshop, workshop staff also hold informal service planning conferences with individual clients, which result in written recommended training plans. Non-professionals may receive further individual counseling or be referred to the community college for computerized career exploration services.

Finally, a substate area staff person assigned to be the core counselor for the client during the remainder of EDWAA participation develops the official service plan. This plan usually incorporates the content of the previous service planning stages. In addition, the formal service plan addresses the need for support services and specifies training and other services needed to address employment barriers. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #3—Intermediate and Long-Range Goals and Strategies. To help dislocated workers focus on realistic strategies to achieve their long-range goals, counselors in this substate area emphasize the development of intermediate employment goals as well as long-range goals. Furthermore, to prevent clients from "locking" onto a single long-range goal that may be difficult to achieve, staff encourage clients to identify multiple alternative employment and educational goals. The service planning process in this substate area usually involves a number of service planning sessions. Intermediate, long-range, and alternative goals are documented in individual readjustment plans. **Balance of Jackson County, Kansas City, MO.**

III. CASE EXAMPLES

A. SELF-ASSESSMENT AND CLIENT RESEARCH ON CAREER OPTIONS: SEATTLE-KING COUNTY PIC, SEATTLE, WA

Context

This urban county has a highly diverse labor market that has just recently felt the effects of the recession. Declines in the civilian aerospace industry are currently causing employment cutbacks that will gravely affect area employment. Dislocated workers are very diverse, ranging from laid-off food processing workers with few skills and little education to laid-off aerospace workers with advanced degrees and highly transferable skills.

Assessment

The explicit goals of assessment in this substate area are to help clients learn as much as possible about themselves and to increase their confidence so that they can select an appropriate career. A standard set of basic skills tests and occupational, aptitude, and interest tests is administered to all clients; but if the counselor feels that a client needs more in-depth or specialized assessment, that client is referred to another agency offering further assessment (e.g., Vocational Rehabilitation or an ESL contractor that offers testing in other languages).

Assessment is conducted as part of a 4-day workshop. The formal tests are conducted on the second day, after the clients are comfortable with the instructor. The instructor tries to soothe some of the clients' anxieties by indicating that the tests do not determine what they are able to do but simply give them a pattern of skills to consider and see whether they want to use those skills in their work.

Clients also use several self-assessment exercises to determine their transferable skills. They complete a detailed work history to identify what skills they used, what tools or equipment they can operate, and what they achieved in those jobs. They are also encouraged to think about hobbies and volunteer activities at which they may have developed transferable skills. They are then given a list of "generic" skills to help them identify their skills that could be used in a variety of contexts, such as budgeting money, advising people, and coordinating activities. Clients then meet individually with a case manager to discuss their assessment results.

Clients are given a questionnaire, often at a rapid response orientation, which asks about their need for basic readjustment services, such as stress or financial counseling, and for supportive services. They also complete a budget exercise to identify their sources of income and their monthly expenses, including the minimum spent in each category before the layoff. The case manager then meets with the client to go over the information in the questionnaire and budget worksheet to determine the need for services.

Career Exploration and Service Planning

This substate area uses required exercises in informational interviewing to teach clients how to conduct independent career and labor market explorations and how to identify and obtain the skills needed to reach their targeted occupations.

Career exploration is structured through a requirement that each client prepare a "Training Research Plan" that documents contacts with local employers and training institutions. In effect, this requirement teaches individuals how to conduct their own career and labor market exploration. Interviews with local employers must address what skills are needed for employment in the field, what training programs are preferred by local employers, salary expectations, job requirements, and number of job openings. Interviews with training providers must address the cost and duration of training, as well as the placement rate and starting salary of training program graduates. Conducting the informational interviews also helps clients to determine whether retraining will be necessary to obtain employment in their targeted fields.

After preparing the Training Research Plan, the client and the counselor meet to develop formal service plans, which address the need for financial support and supportive services as well as occupational and basic skills training, as needed.

Summary

Assessment in this substate area serves the explicit purpose of helping dislocated workers find appropriate reemployment careers. Although assessment is used to help focus on appropriate occupations, more extensive career exploration occurs through the requirement that clients research employment opportunities and training options to solidify their choice of career goals..

B. INDIVIDUALIZED ASSESSMENT AND SPECIAL-PURPOSE CAREER EXPLORATION WORKSHOP: CARSON/LOMITA/TORRANCE PIC, TORRANCE, CA

Context

This substate area, located in Los Angeles county, operates in a labor market that has been hard hit by retrenchment in high-technology defense-related industries. Dislocated workers served in this area are extremely diverse, but some of the most difficult career transitions must be made by highly educated engineers and managers from the aerospace industry. Most of the EDWAA funding in this substate area is received through plant-specific and industry-specific grants from state and national reserve funds.

Assessment

This substate area provides highly individualized assessment. At the time clients apply for services, they are given a brief reading test (for reporting purposes), COPS vocational interest test and a questionnaire about work habits and values, developed by the PIC. Clients are also given a questionnaire to take home and fill out, often with the help of family members, that asks about areas in which they would like help; job history, including the work that they enjoyed the most and least; and a checklist of skills that they believe they do well. They are also given a financial worksheet to determine their need for needs-related payments.

The clients then meet with an assessment counselor for a minimum of one hour. The counselor first explains the test results and then conducts an extensive interview with the client to determine his or her interests and skills. Using the questionnaire as a guide, the counselor explores the client's work history and leisure activities to assess interests and transferable skills. Because this substate area has a strong emphasis on occupations in demand, the counselor provides "reality counseling" about the outlook for different occupations to help clients select occupations with a potential for stable employment. The counselor also explores any barriers to participation or to obtaining employment in occupations of interest to the client.

As a result of these interviews, the counselor determines (a) the need for further aptitude, basic skills, or interest testing to answer specific questions about a client; (b) the need for further vocational exploration; or, (c) for those with a fairly clear occupational goal, a recommendation for a specific set of services. In most cases, the substate area provides any further assessment in-house, but those with language problems or very low literacy levels are referred to more specialized assessment contractors.

Career Exploration and Service Planning

If clients need additional career counseling/career exploration, they are referred to local community college services or to the special Career Transitions workshop developed for dislocated aerospace engineers and managers. This 3-week workshop, operated by staff at the community college specifically for dislocated workers, covers career exploration and assessment and advanced job search strategies (described in Chapter 5). Career exploration materials include self-assessment exercises and the use of an interactive automated career exploration system (Eureka: The California Career Information System) to match clients' interests and skills to particular occupations and provide detailed information about working conditions, skills requirements, and training opportunities in the targeted occupations. Individual career counseling sessions with workshop staff conclude the career exploration portion of the workshop.

Service planning is an iterative process. During the initial meeting with the counselor, clients often identify preliminary service choices and are referred to assessment and career exploration services to determine the appropriateness of those initial goals. Clients then meet with their counselor to develop a formal plan for services.

Summary

The philosophy of this substate area is to promote "client-driven" service plans, while providing enough assessment, career counseling, and labor market information to ensure that targeted occupations are in keeping with the realities of the local economy.

The substate area provides clients with individualized assessments of their interests and aptitudes, their barriers to employment, and a variety of opportunities for career exploration to help dislocated workers in developing realistic reemployment goals. An important responsibility of substate area counselors is to ensure that the training and employment goals selected by clients are in demand occupations.

IV. RESOURCES

GENERAL

The following are general resources, including a technical assistance guide that DOL has recently issued to help JTPA programs develop assessment systems, a review of various assessment instruments, and Department of Labor guides to occupations and career guidance.

A Counselor's Guide to Career Assessment Instruments, J. T. Kapes and M.M. Mastie (Eds.), The National Career Development Association, Alexandria, VA, 1988.

Dictionary of Occupational Titles, U.S. Department of Labor, Employment and Training Administration, U.S. Employment Service, 200 Constitution Avenue, N.W., Washington, DC, 20210.

Guide for Occupational Exploration, U.S. Department of Labor, Employment and Training Administration, U.S. Employment Service, 200 Constitution Avenue, N.W., Washington, DC, 20210.

Improving Assessment for JTPA: A Technical Assistance Guide, B. Means, et al., U.S. Department of Labor, Employment and Training Administration, 200 Constitution Avenue, N.W., Washington, DC, 20210.

Occupational Outlook Handbook, U.S. Department of Labor, Employment and Training Administration, U.S. Employment Service, 200 Constitution Avenue, N.W., Washington, DC, 20210.

Career Information Delivery Systems: A Summary Status Report, National Occupational Information Coordinating Committee, 2100 M Street, NW, Washington, DC, 20037.

ASSESSMENT INSTRUMENTS AND CAREER EXPLORATION MATERIALS

The following are the names and addresses of the specific assessment instruments and career exploration material mentioned in this chapter. No endorsement of these instruments is intended or implied.

APTICOM, Vocational Research Institute, 1528 Walnut Street, Suite 1502, Philadelphia, PA 19102, (800) 874-5387.

Career Anchors, Edgar H. Schein, Pfeiffer & Company, 8517 Production Avenue, San Diego, CA 92121, (619) 578-5900.

Career Occupational Preference System Interest Inventory (COPS), Career Ability Placement Survey (CAPS), and Career Orientation Placement and Evaluation Survey (COPES), EdITS, P.O. Box 7234, San Diego, CA 92167, (619) 226-1666.

Comprehensive Adult Student Assessment System (CASAS), Comprehensive Adult Assessment System, 2725 Congress Street, Suite 1M, San Diego, CA 92110-2747, (619) 298-4681.

Choices-CT, STM Systems Corporation - Careerware, 810 Proctor Avenue, Industrial Park Building #3, Ogdensburg, NY 13669, (800) 267-1544.

Eureka: The California Career Information System, P.O. Box 647, Richmond, CA 94808, (510) 235-3883.

General Aptitude Test Battery (GATB), United States Employment Service (USES), U.S. Department of Labor, Western Test Development Field Center, P.O. Box 11249, Salt Lake City, UT 84147-0249, (801) 536-7586.

Harrington O'Shea Career Decision-Making System (CDM), American Guidance Service (AGS), 4201 Woodland Road, Circle Pines, MN 55014-1796, (800) 328-2560.

OAYSYS, Vertek, Inc., 555-116th Avenue NE, Bellevue, WA 28004, (206) 455-9921.

Ohio Career Information System (OCIS), 65 South Front Street, Room 908, Columbus, OH 43266-0308, (614) 644-6771.

Self Directed Search (SDS), Psychological Assessment Resources, Inc. (PAR), P.O. Box 998, Odessa, FL 33556, (800) 331-8378.

Test of Adult Basic Education (TABE), CTB Macmillan/McGraw-Hill, 2500 Garden Road, Monterey, CA 93940-5380, (800) 538-9547.

Vocational Biographies, P.O. Box 31, Sauk Centre, MN 56378-0031, (800) 255-0752.

Wide Range Achievement Test—Revised (WRAT-R), Jastak Associates, Inc., P.O. Box 3410, Wilmington, DE 19804-0250, (800) 221-9728.

4. SUPPORTIVE SERVICES AND CASE MANAGEMENT

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- B. Responses to Income and Supportive Service Needs Assessed during Service Planning: West Central Wisconsin PIC, Menomonie, WI 4-25
- C. Intensive Case Management: Corpus Christi/Nueces County PIC, Corpus Christi, TX 4-27

4. SUPPORTIVE SERVICES AND CASE MANAGEMENT

I. CHALLENGES

- **Ensuring that EDWAA participants have access to needed income support during participation.**

Dislocated workers who need to prepare for new careers or who need substantial skills enhancement often must be able to support themselves during an extended retraining period. Although substate areas often perceive dislocated workers as having more financial resources than economically disadvantaged JTPA participants, in many cases the individuals most in need of longer-term training (e.g., individuals with limited English speaking ability or limited formal education) are the dislocated workers with the least financial resources to support themselves during retraining. An important challenge, therefore, is for substate areas to respond to the widespread need for income support during participation, either directly, using EDWAA needs-related payments or supportive service allowances, or indirectly, by linking participants to other sources of support.

- **Providing EDWAA participants with needed supportive services.**

Many dislocated workers need assistance with participation-related expenses (e.g., assistance with child care, tools and equipment, and transportation costs incurred while participating in basic readjustment services or retraining). They may also have a variety of other supportive service needs related to the stresses of dislocation, such as a need for food, shelter, clothing, emergency assistance with medical expenses, or assistance with family problems. To ensure that these basic needs do not interfere with successful completion of EDWAA services, substate areas must be able to address them, through either EDWAA supportive service funds or referrals to other community resources. The challenge to providing most of these services lies in developing a range of services that meet the diverse needs of dislocated workers and in establishing working relationships with the other agencies and practitioners that provide these services.

- **Assessing participant progress over time.**

Dislocated worker programs need to keep track of participant progress to (a) assess whether participants are experiencing any difficulties that would jeopardize their ability to complete retraining or attaining reemployment; (b) respond to any emerging problems; (c) help participants update their service plans or employment goals, when necessary; and (d) provide participants with ongoing encouragement and support.

II. STRATEGIES

A. STRATEGIES TO ENSURE ACCESS TO NEEDED INCOME SUPPORT DURING RETRAINING

Attention to the income support needs of dislocated workers is important so that individuals without the ability to support themselves during retraining are not discouraged from participating in services. Dislocated workers can benefit from attention to immediate and longer-term needs for financial support because they can make informed decisions about program participation; the program can benefit because it reduces the likelihood that participants will drop out before completing services.

1. Providing Needs-Related Payments or Participation Allowances Using EDWAA Funds

Providing EDWAA participants with **needs-related payments or participation allowances** (often provided as allowances to cover transportation expenses) is one strategy to help dislocated workers support themselves during training. The advantage of providing income support with EDWAA funds is that participants can be immediately linked to a source of income support. The disadvantages are that (a) providing substantial needs-related payments reduces the resources available for other services, and (b) providing income assistance to dislocated workers, but not Title II participants, may be perceived as inequitable by policymakers. As a result of these disadvantages, in most substate areas, the level of payments from EDWAA supportive service funds falls short of the amount needed to cover household expenses during retraining.

Examples of Providing Needs-Related Payments or Participation Allowances

Example #1—Providing an Allowance for Participation in Basic Readjustment Services. In this substate area, transportation allowances are provided to all participants in basic readjustment workshops to assist and encourage active participation in available services. At the initial service planning session, staff are diligent about describing the extent of supportive services available. Supportive service payments begin as soon as participants enter basic readjustment services. All participants receive $15 per session for attendance at job search workshops. These payments are available for up to 90 basic readjustment sessions per participant. For participants in classroom training, this substate area provides up to $10 per day to cover transportation expenses. **New Mexico Balance of State, Santa Fe, NM.**

Example #2—Supportive Service Allowances for Participants in Occupational Skills Training. This substate area provides supportive service allowances of up to $13 per day for mileage and meals for participants in occupational classroom training. Supportive services are provided when the participant has no resources and there are no other resources available in the community. Approximately two-thirds of EDWAA participants at this substate area receive some form of supportive service allowance. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #3—Transportation Allowances and Training Stipends for Participants in Retraining. This substate area provides a transportation allowance of 15 cents per mile for dislocated workers in retraining. In addition, the substate area has the ability to provide needs-related payments (up to federal minimum wage) to participants who are conducting vocational exploration or advanced career training and who are not eligible for other financial assistance. For example, one client at this substate area received $0.75 per hour of training plus child care assistance, for a total of $1,600 over 40 weeks of retraining. **West Central Wisconsin PIC, Menomonie, WI.**

2. Helping EDWAA Participants Obtain Income Support from Other Programs

Because EDWAA expenditures for needs-related payments and supportive service allowances are usually insufficient to cover participants' income support needs during retraining, most substate areas depend on **coordination with other funding streams** to provide additional financial support for EDWAA participants. EDWAA case managers are often instrumental in helping participants to apply for benefits from a wide range of other funding sources, including:

- **Unemployment Insurance** (UI) benefits.
- **Trade readjustment allowances** (TRA) for workers dislocated from layoffs qualifying under the Trade Adjustment Assistance program.
- **State-funded benefits** for unemployed individuals participating in approved training plans.
- Federal or state-funded **student financial aid programs.**
- **Income support programs** for dislocated workers who also qualify as economically disadvantaged (e.g., Food Stamps, public assistance grants, Title II-A supportive service payments).

Below we describe substate areas that are particularly effective in linking EDWAA participants to each of these different funding streams as a way to provide income support during retraining.

a. UI Benefits

Although most substate areas inform dislocated workers about the availability of UI benefits during rapid response orientations, some substate areas actively help clients obtain these benefits as a source of support during EDWAA retraining. Early recruitment into EDWAA is the primary means for ensuring that UI benefits will be available to help support participants in retraining; Chapter 2 describes methods used by substate areas to recruit dislocated workers soon after a layoff occurs. In addition, good information linkages with the UI program help to ensure that participants eligible for UI benefits receive them.

Examples of Helping Clients Use UI Benefits during Retraining

Example #1—On-line Information about UI Eligibility. This substate area has an electronic linkage with the ES/UI system, which enables substate area staff to determine immediately who is eligible for UI benefits and to assist participants in applying for regular or extended UI benefits if they qualify. **The Working Connection, Fort Worth, TX.**

Example #2—Early Recruitment Combined with the Provision of Short-Term Intensive Training. This substate area tries to recruit dislocated workers as soon as possible so that services can begin before or soon after the layoff. To facilitate the transition to reemployment for dislocated workers, this substate area purchases short-term, intensive training programs from public and proprietary training institutions. Most training programs last less than 6 months. As a result, UI benefits are usually available during the training period. **Carson/Lomita/Torrance PIC, Torrance, CA.**

b. TRA Benefits

Because the Trade Adjustment Assistance (TAA) program provides relatively generous income support during retraining through trade readjustment allowances (TRA), **close coordination with TAA is particularly advantageous.** Some substate areas actively coordinate with the TAA program during rapid response, by encouraging employer or worker representatives of layoffs that might qualify to submit applications for federal TAA certification. Other substate areas work with dislocated workers on an individual basis to review eligibility for TAA benefits in connection with already certified layoffs.

Examples of Coordinating with TRA Benefits

Example #1—Encouraging Applications for TAA Certification. The rapid response team at this substate area is active in identifying layoffs that might qualify for TAA certification. For one large-scale layoff, they were able to establish TAA eligibility for all workers, which enabled the affected workers to receive TRA benefits during retraining lasting up to 18 months. **New Mexico Balance of State, Santa Fe, NM.**

Example #2—Close Coordination of Individual Service Plans Between TAA and EDWAA. This substate area coordinates support for dislocated workers among a number of funding streams and programs. Because the TAA and EDWAA programs are administered by the same division in the state agency, with coordinated administrative functions at the substate level as well, close coordination between EDWAA and TAA/TRA funds is possible. For dislocated workers who are eligible for services from the TAA program, the substate area develops joint EDWAA/TAA service plans. Assessment, case management, and some supportive services are provided using EDWAA funds and TAA/TRA funds are used to provide training costs and training allowances. **Seattle-King County PIC, Seattle, WA.**

c. State-Funded Training Benefits

State-funded programs are another source of income support for participants in retraining. Some states fund extended UI benefits for unemployed individuals participating in approved retraining plans. Examples of states with extended training benefits include California, Massachusetts, Oregon (for structurally unemployed workers), and Florida. Pennsylvania provides state funds for needs-based payments to dislocated workers enrolled in EDWAA who are not eligible for federal needs-related payments.

Examples of Using State-Funded Benefits

Example #1—Assisting EDWAA Participants in Applying for State-Funded Training Benefits. Case managers at this substate area work closely with dislocated workers to find sources of income assistance. The state of Florida has extended UI benefits for recipients who are enrolled in JTPA, and case managers help clients apply for those extended benefits. **Florida Panhandle PIC, Panama City, FL.**

Example #2—State-Funded Needs-Based Payments. During PY 90, Pennsylvania allocated $1.25 million in state funds to substate areas to provide needs-based payments to dislocated workers who were not eligible for federal needs-related payments because they enrolled in training after their 13th week of UI eligibility. This policy was developed because substate staff indicated that dislocated workers often postponed seeking services until it was too late to be eligible for federal needs-related payments. **Commonwealth of Pennsylvania.**

d. Student Financial Aid Programs

Student financial aid is another source of additional support for living expenses for dislocated workers. Some substate areas actively help dislocated workers apply for such assistance.

Examples of Using Student Financial Aid Programs

Example #1—Close Coordination with Student Financial Aid Office. Career specialists at this substate area refer participants to a financial aid specialist at the major public training provider. At the first contact with the financial aid specialist, all students are assisted with the application for Pell grants, as well as other types of student loans and scholarships to cover living expenses, transportation expenses and other support needs during training. **North Central Indiana PIC, Peru, IN.**

Example #2—Close Coordination with Pell Grants and State Scholarships. This substate area cooperates very closely with the community colleges to help dislocated workers apply for Pell grants and the Illinois state scholarships. The state scholarships are used for tuition, while Pell grants can be applied toward the participant's income support. **SDA #14, Galesburg, IL.**

Example #3—Routine Completion of Pell and Other Grant Applications by EDWAA Participants. This substate area uses community colleges as the primary providers of classroom training. When they enroll in classroom training at these institutions, EDWAA participants routinely complete applications for Pell grants. The state of Ohio also offers special instructional grants that are an additional potential source of income assistance for dislocated workers. **Central Ohio Rural Consortium, Newark, OH.**

e. Coenrollment in Title II-A

Coenrolling dislocated workers who are **economically disadvantaged** in Title II-A is a strategy that can be used by substate areas that have more generous policies for needs-based payments in Title II-A or that are particularly interested in conserving EDWAA funds for training costs.

Example of Coenrollment in Title II-A

Dual Enrollment in Title II-A. In this substate area, participants generally use Pell grants to cover living expenses during training. However, if there is an additional need for income support, the career specialist checks to see whether the dislocated worker is also eligible for Title II-A and will dual-enroll the individual if it will help to meet a specific need. **North Central Indiana PIC, Peru, IN.**

3. Enhancing Opportunities for Self-Support

Another strategy to enable a wide range of dislocated workers to have income support during longer-term training is to arrange for individuals to **generate income to support themselves** by working at part-time jobs while in training or "stop-gap" employment prior to retraining. A combination of training with part-time work may be a necessary strategy for dislocated workers who have already exhausted their UI benefits, particularly if relatively short-term skills enhancements will make their skills competitive in the labor market.

Examples of Enhancing Opportunities for Self-Support

Example #1—Certificates of Continuing Eligibility to Permit "Stop-Gap" Employment Before Retraining. As dislocated workers are assessed for EDWAA eligibility in this substate area, they are given the option of enrolling immediately or receiving a Certificate of Continuing Eligibility. The advantage of receiving a certificate is that dislocated workers can take a temporary job to tide them over while they consider training options or to build up cash reserves, without losing their eligibility for EDWAA. It does not ensure, however, that training funds will be available when the individual reapplies for enrollment. **North Central Indiana PIC, Peru, IN.**

Example #2—Part-Time Retraining. The major service provider at this substate area recently added part-time training to its menu of services. This program design enables dislocated workers to combine participation in job search/job club with part-time training. If they are able to find a part-time job as a result of the job search activities, they can continue in training while they are earning additional income. The program finds that combining work with training not only increases income support, it also keeps participants in touch with the labor market so they are more likely to hear about other job leads when their retraining is completed. **New Mexico Balance of State, Santa Fe, NM.**

B. STRATEGIES TO PROVIDE EDWAA PARTICIPANTS WITH NEEDED SUPPORTIVE SERVICES

In addition to helping dislocated workers obtain income support during program participation, EDWAA programs need to address other needs, which, if unmet, could prevent participants from successfully completing retraining. These supportive service needs include assistance with **training-related expenses**, such as child care, tools, and uniforms. They may also include assistance with **personal or family needs**, such as health or dental health needs, emergency food or shelter needs, clothing, and assistance with personal crises ranging from family problems to legal problems to substance abuse problems.

1. Addressing a Wide Range of Supportive Service Needs Using EDWAA Funds

Some substate areas address a wide range of needs using EDWAA funds. The advantage of using EDWAA funds is that supportive service needs can be addressed more quickly. If a case manager identifies a participant's need for supportive services, assistance can be provded before that need interferes with the dislocated worker's progress toward completing retraining or readjustment services. The disadvantage of providing a wide range of supportive services with EDWAA funds is that it may reduce resources available for other services.

Examples of Using EDWAA Funds for Supportive Services

Example #1. Although the most common supportive services provided in this substate area are reimbursements for mileage and meals, assistance is also available for other needs that might be a barrier to employment or participation, such as eyeglasses, medical exams, uniforms, supplies, tools, relocation assistance, and emergency assistance with utilities and rent. Most participants of this substate area receive some form of supportive services. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #2. Within its supportive services budget, this substate area is able to assist approximately 30% to 50% of its participants with some form of supportive services, which can include up to 40 hours per week of child care, mileage for transportation, and some assistance with meals, shelter costs, and medical and dental needs. **West Central Wisconsin PIC, Menomonie, WI.**

Example #3. The supportive services provided by this substate area include funds for child care, up to $500 for vehicle repair, up to $300 for medical assistance, and up to $1,000 for tools and equipment that are training or job related. Ninety-eight percent of the dislocated workers served under EDWAA at this substate area receive some form of supportive services assistance. **Montana Balance of State, Helena, MT.**

2. Using Other Community Resources

Substate areas that provide supportive services effectively to dislocated workers realize that the use of EDWAA funds alone is often inadequate to serve all the supportive service needs of their participants. These substate areas establish strong **linkages with other public and private agencies** that can provide additional services, ranging from charitable organizations for contributions of food, clothing, and emergency shelter, to health and mental health providers, to sources of legal assistance.

Substate areas vary in their approaches to linking dislocated workers to needed supportive services in the local community. At one extreme, programs **inform**

dislocated workers about community resources (e.g., by distributing written materials describing community agencies and their services) and leave it up to participants to contact agencies providing needed services. The philosophy of these programs is that dislocated workers are mature enough to follow through, once the information is provided to them.

The strategies described below go beyond this minimal approach by **making specific service referrals** for individual participants. However, these strategies differ in the extent to which the case manager follows up on a referral once it is made and the extent that formal referral linkages are developed with other agencies in the local community.

1. Active Referrals to Other Agencies

In some substate areas, service plans **address all identified barriers to employment**, including supportive service needs, and identify specific referrals for services from other agencies. Case managers are responsible for tracking participants' progress, including whether participants receive services from the referral agency and whether these services were sufficient to address the identified problem. The case manager may or may not be responsible for actually contacting the other agency on the participant's behalf.

Examples of Active Service Referrals

Example #1—Informal Networking with Other Service Agencies. Staff in this substate area have developed strong working relationships with the staff of local community-based organizations and social service agencies. For example, when participants need assistance with food or living expenses, the substate area staff work closely with the local community-action agency or food pantry to respond to these needs. For other needs, EDWAA case managers contact counselors in other organizations, either in person or by telephone, to discuss participants' needs and coordinate services. **Southwestern Wisconsin PIC, Dodgeville, WI.**

Example #2—Development of Formal Interagency Linkages. This substate area initiated an integrated intake, assessment and case management process to coordinate social services and community resources. The state subsequently encouraged all substate areas to develop similar "human investment systems." Plans are now underway to coordinate approximately 30 social service agencies. Once this system is complete, it will reduce duplication of effort in meeting the supportive service needs of EDWAA participants. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #3—Strong Interagency Linkages Established for a Plant-Specific Project. For workers affected by a large-scale plant closure in a small town in this substate area, strong referral linkages were developed with other agencies in the community, particularly those that provide services to participants free of charge. Health care services were arranged through referrals to nonprofit, community-based health providers and the county health services agency. Food needs were met in coordination with the Salvation Army, a local food bank, and the local food stamp agency. Personal counseling services were arranged through referrals to community-based, nonprofit health and social service agencies. **Santa Cruz County PIC, Santa Cruz, CA.**

2. Purchase of Services from Other Agencies When Necessary

Some substate areas are more active in arranging for and following up on the receipt of supportive services, particularly when these services are needed to respond to problems that become evident during program participation. When necessary, these substate areas can use EDWAA funds to purchase the services from other agencies, following local, state, and federal procurement guidelines and procedures.

Examples of Purchasing Services from Other Agencies

Example #1—Providing Specific Referrals and Purchasing Services When Necessary. When a participant has a problem or needs services to address a barrier to successful program completion, case managers make specific service referrals and follow up to make sure the problem is resolved. It is not uncommon for case managers in this substate area to make specific referrals for counseling for personal, family, or financial problems. Whenever free or low-cost counseling in unavailable or inaccessible to clients, the substate area will pay for counseling from EDWAA funds.

For example, one case manager learned that a participant who was having problems committing to a training plan was having marital difficulties. The case manager recommended that the participant seek counseling and referred him to a psychologist for four 1-hour sessions, paid for by the substate area. After consultation with the participant and the therapist about the progress in resolving these personal problems, funding for another four 1-hour sessions was approved. **Seattle-King County PIC, Seattle, WA.**

Example #2—Referral to Community Services to Address Barriers to Training or Reemployment. This substate area refers participants to appropriate services available from other agencies, including community medical clinics, alcohol and drug rehabilitation programs, and family counseling. In most cases, these service referrals are nonfinancial in nature. However, if formal purchase of services is needed to eliminate a barrier to employment, this substate area is able to provide funding for the service. **Western Indiana PIC, Terre Haute, IN.**

C. STRATEGIES TO ASSESS PARTICIPANTS' PROGRESS OVER TIME

"The best thing about this program for me has been the positive attitude of the staff. I've been unemployed and looking for work for over a year, and it's easy to get discouraged. It makes a big difference knowing that there is someone out there who believes in me and cares what happens to me and my family."

Although not all dislocated worker programs designate specific staff as "case managers," virtually all programs have procedures to monitor and record participant status after the development of the initial service plan. In this section references to "case managers" are intended to apply to all staff responsible for these procedures.

Case managers perform several functions in the ongoing monitoring of their clients' progress. First, case managers **track participants' progress throughout the program and respond to problems** that may endanger successful completion of basic readjustment or training activities. Case managers are responsible for collecting and synthesizing information about clients' performance in the program and identifying problems as they arise. Case management, therefore, requires good communication with both clients and service providers.

Second, case managers **assess clients' progress toward short- and long-term goals.** If a client's goals change, or if additional or modified services are needed to further those goals, the case manager is responsible for **updating the service plan.**

Third, case managers provide clients with **ongoing encouragement and support.** Case managers who have in-depth contact with clients can provide personalized services. It is this "personal touch" that may be essential in keeping participant morale high, as noted in the quotation that begins this section.

The ability and need for case managers to perform all these functions depend on a variety of factors. In programs where **case management staff have large caseloads,** they may be unable to provide intensive case management services. Smaller programs or programs that have assigned more staff as case managers may be able to offer more intensive case management services. The **characteristics of dislocated workers** may also influence the need for case management services. For example, highly educated professionals may need less intensive case management because they are already experienced in maneuvering through service or educational bureaucracies, while dislocated workers with less formal education may need additional assistance in securing needed services and more support and encouragement during program participation.

Case management can be organized in a variety of ways. **Assigning each participant to a single case manager** who follows the client's progress throughout the entire program is one way to provide consistency of case management services and ease clients' transitions from one service component to the next. However, other staffing arrangements and procedures are also possible. Examples of **different organizational arrangements** to provide case management services follow.

- Several substate areas have **case managers who specialize** in either classroom training or job search activities. After completing training, for example, participants are transferred from a case manager specializing in training to one specializing in job search activities. Participants enrolled in each service component benefit from the case manager's expertise in handling specific issues associated with that type of service.
- Some substate areas depend on **training providers to provide case management services**. Training providers may also provide placement services in connection with case management.
- Some substate areas establish a **case management pool**. For example, in one rural service delivery area, EDWAA staff share responsibilities for all in-house services, spending time in each of several satellite offices. Case managers based in each of the substate area's offices share caseloads (or "swap cases") to make in-person meetings as convenient as possible for clients. Because an accurate and complete transfer of updated information from case management contacts is essential, clients' records and extensive case notes are stored in a computerized database, which can be accessed in all of the substate area's field offices.
- Other substate areas use a **team case management** approach, in which case management responsibilities for each client are shared by a team that reviews each client's progress. Each team member can offer unique insight and experience to each case. As a group, they can clarify issues and develop possible strategies if action is necessary. Some substate areas use this team approach only for a review of initial service plans; others meet regularly for a review of each participant's progress.

The choice of a particular case management design is usually influenced by the features of the substate area, including the characteristics of dislocated workers, geographic coverage of the substate area, and local service delivery and staffing arrangements. The adequacy of each organizational arrangement can be assessed by how well it incorporates the following features:

- **Providing continuous case management services** on behalf of individual clients, including smooth transitions when a participant transfers from one service to another.
- **Ensuring that case managers are well-informed** about participants' attendance and performance in specific training or readjustment services.
- **Linking ongoing case management to the participant's written service plan and goals** with provisions for amending service plans and goals as needed.

1. Tracking Participant Status through Regular Contacts with Participants and Providers

The most basic function of ongoing case management is **tracking clients' status** while enrolled in EDWAA services. Substate areas with a high volume of participants or limited staff resources may need to limit case management contacts to tracking procedures to identify problems that need special attention. This strategy may also be appropriate for substate areas serving relatively high-skilled workers.

Case management contacts to track participants' status may be fairly frequent but are relatively limited in scope, generally being oriented toward identifying and responding to problems. More intensive case management services are provided when a participant is experiencing difficulties that require the case manager's intervention.

Regularly scheduled contact with all participants ensures that the case manager is consistently aware of participants' activities and progress and can intervene to help resolve problems identified by participants. Although it is ultimately the client's responsibility to keep appointments and stay in contact with the case manager, some substate areas have found it useful to encourage clients to contact their case manager by using these contacts to approve or distribute supportive service allowances.

Regular contact with service providers or instructors is often a useful supplement to client contacts. Regular reports from providers on attendance, performance, and special problems can help case managers monitor progress and identify problems and barriers before they become insurmountable. In addition to regularly scheduled written reports, informal contact with instructors, such as telephone calls and on-site visits, can be useful in identifying problems.

Examples of Maintaining Regular Contact

Example #1—Frequent Contacts by Primary Case Manager. Clients enrolled in this program generally stay with one primary case manager throughout participation, although they receive job search assistance and vocational exploration from other staff. During the service planning and job search phases, clients are contacted once a week. Clients enrolled in classroom training services are contacted monthly. Case managers also call training providers' academic counselors for information about clients' progress. Case management staff meet weekly to discuss each participant's progress. **Central Ohio Rural Consortium, Newark, OH.**

Example #2—Contacts by Specialized Case Managers to Solve Problems. In this high-volume substate area, case management staff specialize by service component. Participants in basic readjustment services meet with their counselors in person at least once a week. Participants in classroom training meet with their case managers once a month. The substate area also has two case managers dedicated to resolving problem cases and handling financial aid issues for those in classroom training. **The Working Connection, Fort Worth, TX.**

Example #3—Regular Contacts with Participants and Providers. Training providers for this EDWAA program have academic counselors who send information about clients' attendance and any personal problems or other barriers to the substate area's case managers. This information supplements monthly (or more frequent) contacts with participants by the case managers, who carry caseloads of well over 100 dislocated workers. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #4—Complementary Substate and Provider Roles. In this substate area, the largest classroom training provider is responsible for day-to-day case management for its participants. Contact with each of these clients occurs twice a month, prompted by the required delivery of a training verification form by the participant. Participants receive a daily supportive service allowance at the same time. The primary classroom training provider also requires each instructor to complete a tracking card twice a month, on which participant attendance and progress are noted.

Case managers at the substate area receive monthly reports on clients' participation in training from both OJT employers and classroom training providers, as part of these providers' contractual obligations. **NOVA, Sunnyvale, CA.**

2. Assessing Participants' Progress toward Their Goals

The second role of case managers is to **assess participants' progress** in meeting their goals. Even if clients' long-term goals remain fixed, case managers may need to make changes to short-term goals or planned services, particularly when previously unidentified barriers to employment are diagnosed.

To assess participants' progress adequately, case managers need to collect information systematically and maintain complete case notes. Some substate areas have developed structured forms to guide discussions about participants' progress and their needs for additional services. The types of information substate areas use to assess progress and update service plans include:

- **The client's current situation.**
  - The client's status in his or her current activity or service component.
  - Whether the client has any problem that might impede completion of the program.
  - The client's morale and satisfaction with services.

- ***The client's progress in current activities.***
  - The client's progress in basic readjustment activities (e.g., whether the client is benefiting from job search training workshops or from stress management services).
  - The client's progress in training (e.g., whether grades are satisfactory; whether tutoring or assistance is required).
  - Status of job search activities; whether additional job search assistance or training is required.
- **The client's need for supportive services.**
  - Need for supportive services through EDWAA (e.g., child care, transportation expenses).
  - Need for any referrals to other agencies.
  - Outcomes of any referrals to other agencies.

On the basis of this information, case managers and participants may update service goals and planned services. The types of changes can include:

- Reassessment of short-term goals.
- Update of services planned to address any new or previously unidentified issues or problems.
- Assignment of responsibility for taking action by participant, case manager, or other agencies; timeframe for specific services or action.

Complete and accurate review of a client's progress can help the case manager discuss service options with the participant, provide advice about additional training or other services, make referrals, or intervene in some other way.

Examples of Assessing Participants' Progress

Example #1—Use of a Contact Questionnaire. During discussions with participants, case managers for classroom training participants follow a contact questionnaire that addresses attendance, grades, child care needs, receipt of unemployment insurance, the need for financial assistance and employment status. **The Working Connection, Fort Worth, TX.**

Example #2—Documenting Ongoing Service Needs. Case managers complete 60-day progress reports on each participant in retraining that include academic progress, need for tutoring, and supportive service needs. Regular reporting provides complete documentation and also helps case managers to assess clients' progress on a regular basis so they more readily identify the need for additional services or other intervention. **SDA #14, Galesburg, IL.**

Example #3—Updating Service Plans. Case managers in this rural substate area update participant service plans when necessary. For example, one client, who had some clerical training but no direct work experience in that field, initially planned reemployment in office work without training. Her first placement in a clerical job was unsuccessful, apparently because of her limited clerical skills. With that setback, her case manager encouraged her to enroll in an EDWAA-funded office skills refresher course and amended her service plan to reflect this change. After she completed that course, the service plan was further amended because her case manager determined that a 16-week OJT clerical slot was necessary to enable her to obtain a stable job in her chosen field. **Florida Panhandle PIC, Panama City, FL.**

3. Providing Ongoing Encouragement and Support

The third role of the case manager is to provide **ongoing encouragement and support**. Although most case managers fulfill this role to some extent, case managers in some substate areas provide particularly extensive counseling to clients throughout their participation in services. Such extensive counseling and support are not always possible when caseloads are high. Further many dislocated workers may not need extensive support. But for dislocated workers who are experiencing a great deal of stress from being laid off, from searching for a job, or from attending school for the first time in years, ongoing support from a case manager may make the difference between success and failure.

Examples of Ongoing Encouragement and Support

Example #1—Case Manager as Employment Counselor. In this rural substate area, most offices have only two staff members, who provide most services in-house. The primary case manager also serves as the assessment specialist and career counselor, incorporating input from the basic skills instructor. As part of ongoing case management services, this case manager provides assessment, advice on the local labor market, discussion of educational goals, help in the development of a service plan, and "motivational" counseling. Ongoing assessment and service planning are provided throughout a client's participation in the program. **Montana Balance of State, Helena, MT.**

Example #2—Case Managers Who Are "Always There." Case managers in this substate area have caseloads of 40 to 45 clients, with whom they meet at least once every 2 weeks. They provide extensive counseling and support that clients contacted for this guide felt was the best part of the program. *("I can call her whenever I need to." "They are always there.")* Examples of such support by case managers include calling clients at home when they are sick, helping them navigate through the social service system, and sending them congratulatory letters when they find employment. Both case managers are former dislocated workers who are skilled at establishing trusting relationships with their clients. One case manager tells her new clients that they are going to have an extra "mom" while they are in the program, encouraging them, nagging them, doing whatever it takes to help them get on with their lives. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

III. CASE EXAMPLES

A. WIDE RANGE OF SUPPORTIVE SERVICES TO PROMOTE INCREASED PARTICIPATION AND SUCCESSFUL OUTCOMES: THE WORKING CONNECTION, FORT WORTH, TX

Context

This metropolitan area is home to major employers in air transportation, trade and distribution, and aircraft manufacturing. Both the defense-related industries and the airline industry had significant layoffs. The dislocated workers served include both these dislocated from manufacturing jobs and salaried, managerial workers. This substate area receives a high proportion of its funds from state 40% grants as well as federal discretionary grants to respond to specific large-scale layoffs.

Delivery Arrangements for Supportive Services and Case Management

Everyone who enters retraining is assigned a case manager, who assesses needs for supportive services, informs the participant of the availability of EDWAA-funded training allowances when UI expires, and provides referrals to needed community services. The substate area also has a specialist in financial aid, who reviews training plans to determine whether additional financial aid can be obtained. Through close ties with the ES, staff can readily determine dislocated workers' eligibility for UI benefits, including extended UI benefits, and for TRA.

All participants receive ongoing case management from substate area staff. JTPA "counselors" provide case management services to participants in basic readjustment services, while "case managers" work with participants in classroom training and OJT. If participants complete training without finding a job, they are referred back to a JTPA counselor.

Arranging for Income Support

UI benefits—which have been extended because of high local unemployment rates—are a key resource for income support for EDWAA participants during retraining. The substate area has immediate on-line access to UI eligibility records. Training participants who have exhausted their UI benefits and meet a needs test are eligible for EDWAA-funded training allowances ranging from $11 to $15 per day in training. All retraining participants are required to apply for Pell grants, as well as other student financial aid. A financial aid specialist on the substate area staff ensures that participants have applied for all appropriate financial aid programs. If an individual qualifies for TAA, he is referred for services from the ES, which administers TAA, because TAA/TRA is viewed as a more flexible and better-funded program than EDWAA.

Arranging for Supportive Services

Supportive services available from EDWAA funds include child care, medical exams, eyeglasses, uniforms, tools, and training equipment. These services are available at any time during EDWAA participation. Participants are also provided with a listing of local social service agencies provided by United Way. Case managers suggest that participants seek assistance from specific agencies to solve particular problems.

Providing Ongoing Case Management Services

Participants in basic readjustment services are required to meet with their JTPA counselor at least once a week in a face-to-face meeting. JTPA counselors have caseloads of between 100 and 125 clients. Participants in OJT or classroom training are required to contact their case manager monthly by phone or in person. Case managers have caseloads of around 75 clients. Monthly case management contacts with training participants follow a questionnaire that covers attendance, grades, child care needs, receipt of unemployment insurance, the need for needs-related payments, and employment status. An in-house staff person specializes in "problem cases" to ensure that these individuals receive the intensive case management support they need.

Summary

This program actively links participants to substantial resources for income and supportive service needs. Staff are knowledgeable about accessing other resources, actively share that information with clients, and encourage them to use all the resources that are available to them. Case management procedures ensure regular tracking of participant progress. Given high client volume and large case manager caseloads, case management is not particularly intensive. However, "problem cases" are assigned to a special case manager, who provides these individuals with more intensive case management services.

One dislocated worker who participated in this program acknowledged that she would not have been able to continue her retraining without the availability of the EDWAA-funded participation allowance for UI exhaustees. Another woman was able to complete her retraining while receiving extended UI benefits; she was able to make the decision to participate in retraining because support for child care was available through EDWAA.

B. RESPONSES TO INCOME AND SUPPORTIVE SERVICE NEEDS ASSESSED DURING SERVICE PLANNING: WEST CENTRAL WISCONSIN PRIVATE INDUSTRY COUNCIL, MENOMONIE, WI

Context

This nine-county substate area is largely rural with a smaller suburban fringe that borders the Minneapolis-St. Paul metropolitan area. A significant amount of employment in this area is related to agriculture, although medical and retail industries are growing. Many of the larger manufacturing concerns that formerly provided most of the region's higher-paying jobs have closed, to be replaced by lower-paying jobs in the service sector. Although most dislocated workers in the area have high school diplomas, their transferable skills are limited. The substate area received substantial discretionary funds from federal and state reserve accounts to serve workers from a recent large-scale layoff at a manufacturing plant.

General Approach and Delivery Arrangements

The centerpiece of this substate area's approach to supportive services is thorough assessment of support needs during service planning and at several points during training. If a need for supportive services is identified, substate area staff are responsible for developing a plan that resolves the problem using the substate area's own substantial supportive services or referrals to other community services.

Arranging for Income Support

Coordination with other sources of financial support during training is particularly well developed in this substate area. For example, to help participants obtain student financial aid, staff use a Financial Aid Referral form that informs a client about any training awards for which he or she is eligible. In this substate area, Pell grants can be used for living expenses.

The substate area also coordinates closely with the ES, which administers TRA benefits. To facilitate dislocated workers' applications for TRA benefits at one recent closing, a representative of the ES was available at the EDWAA employee assistance center 3 days per week.

When other financial assistance is not available, a small EDWAA-funded training stipend of $0.75 per hour is available, up to the minimum wage level, for class attendance.

Arranging for Supportive Services

The supportive services provided using EDWAA funds include:

- Child and dependent care for up to 40 hours per week.
- Reimbursement of actual travel expenses up to $.15 per mile.
- Tools and equipment required for training and work.
- Support for other costs, such as clothing, medical and dental needs, and shelter.

The substate area also has a small pool of supportive service funds that can be used to pay for mental health and family counseling. Up to one-half of participants receive some form of supportive services. Participants needing services from other agencies are provided with information about available resources by their case manager.

Providing Ongoing Case Management

All participants receive ongoing case management from the PIC representative serving each county. The frequency and extent of case management contacts vary from office to office, depending on the size of the caseload in the local office.

Summary

The strength of this program is that it uses a combination of strategies to provide needed supports for dislocated workers. Because it provides purposeful assessment of needs and a broad range of supportive services, and has excellent linkages to other forms of income assistance, this program has the capacity to respond to the diverse needs of the population it serves.

C. INTENSIVE CASE MANAGEMENT: CORPUS CHRISTI/NUECES COUNTY PIC, CORPUS CHRISTI, TX

Context

This substate area includes the city of Corpus Christi and a relatively rural balance of Nueces County. Historically, the economy emphasized shipping, fishing, military employment, off-shore natural gas production, and on-shore refining. Oil and natural gas production was hard hit in the 1980s, and currently services, government, and retail dominate the local economy. Unemployment is high, at around 9%.

Service Delivery Arrangements for Supportive Services and Case Management

All "front-end" services, including assessment and service planning, as well as case management are provided by substate area staff. The EDWAA director tries to hire creative, concerned social workers "who have been frustrated by social service bureaucracies elsewhere" and offers them substantial in-house training and the opportunity to help design and improve client services for dislocated workers.

Arranging for Income Support

Training participants may supplement their UI benefits with EDWAA supportive service payments of up to $13 per day to cover training-related transportation and meal expenses. Participants are also required to apply for Pell grants and work-study programs to supplement their support needs while in training.

Providing Supportive Services

Other supportive services available from EDWAA funds include payments for health care, child care, rent or temporary shelter, utilities, and clothing. The most frequently provided services include uniforms, books, and tools needed for training or to begin a job, medical exams, and eyeglasses. To meet additional supportive service needs, participants are provided with information about available community services. Case managers often assist participants in obtaining needed services.

Providing Ongoing Case Management

Ongoing case management responsibilities are divided among two case managers who work exclusively with dislocated workers. One case manager works with training participants; the other works with individuals seeking employment. Caseloads are small enough to permit frequent and intensive case management contacts. At a minimum, participants meet with their case managers once every 2 weeks. Case managers develop personal relationships with most participants and are effective in offering support and encouragement, perhaps because they have also had personal experiences with being laid off. Participants commented that their case managers "are always there" when needed.

Summary

This program addresses a wide range of supportive service needs, directly and through service referrals. The small caseload sizes and the personal attention and support provided to individual EDWAA participants make case management the service that is most memorable from the participants' perspective.

BASIC READJUSTMENT SERVICES

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5. JOB SEARCH TRAINING AND ASSISTANCE

I. CHALLENGES

- **Providing dislocated workers with labor market information and training in job search methods.**

Because dislocated workers' needs and prior preparation are so varied, substate areas need to offer training in a wide range of job search skills. At a minimum, this includes resume preparation, completing applications, researching prospective employers, conducting job interviews, and using labor market information. Where substate areas use a number of different service delivery methods to teach these skills (for example, workshops and individual counseling), strong case management is needed to ensure that participants get training in all the areas they need.

A related challenge is to provide training with the right intensity and duration for the participants involved. Training must be **short** enough for people to commit to it, but **intensive** enough to make a real difference in helping participants develop practical job search skills. Finding the proper balance between length, intensity and comprehensiveness often calls for some hard choices on the part of administrators and curriculum designers.

Lastly, it is essential to avoid unnecessary delays in participants' employment plans by making sure that job search training is available when participants need it. This can also be a difficult challenge to meet, especially for smaller and more dispersed substate areas. It may mean holding workshops at frequent intervals or gearing assistance to the participant's individual schedule through job clubs or one-on-one assistance.

- **Making job search training and assistance available to all participants.**

Most dislocated workers will benefit from job search training and support regardless of their reemployment plans and service tracks within EDWAA. Dislocated workers seeking immediate employment—even those with good work histories and transferable skills in demand occupations—may lack recent experience looking for work and need to be reoriented to the use of resumes, networking, and similar techniques.

These skills are also critical for participants seeking to overcome employment barriers or pursue new careers through retraining.

- **Meeting the job search training needs of workers with different skill levels and work maturities.**

Dislocated workers vary tremendously in the degree of their preparation for job search and the types of job search techniques they will need to use to find suitable work. Thus, it is important to provide for both basic and more advanced guidance in keeping with the workers' existing job search skills and the types of employment they are seeking. It also means that job search training curricula designed primarily for entry-level workers or Title II populations may be inappropriate for workers dislocated from higher-wage jobs. In particular, there is a need to teach dislocated workers techniques for identifying transferable skills, researching prospective employers, and marketing their strong points as mature workers.

- **Linking job search training to job search assistance.**

A final challenge in designing effective job search training is to ensure a smooth transition to substate area services for placement assistance and support for self-directed job search. To prevent participants from "falling through the cracks" at this critical juncture, job search training can include an overview of placement-related services and procedures, as well as introductions to job developers and the substate area's job search facilities.

- **Providing ongoing support for participants during the job search.**

Good job search training services give participants the tools they need to take primary responsibility for their own reemployment. Even so, a great many participants will need motivational support, strategic guidance, and continuing practical help during job search. Without such a support system, participants are far more likely to feel isolated and discouraged and may settle for jobs far beneath their potential.

- **Matching participants to jobs in keeping with their skills and previous wage levels.**

The ultimate test of an EDWAA service system is its ability to help participants find employment that builds on their skills and enables them to replace as high a percentage of their previous wages as possible. Substate areas may respond to this challenge indirectly—by providing effective job search training and helping participants find their own employment—or directly, through active outreach to employers. When the substate area takes an active role in job development and placement, it needs to ensure that job leads will be appropriate to the skills, goals, and financial needs of individual participants.

II. STRATEGIES FOR JOB SEARCH TRAINING

A. STRATEGIES TO PROVIDE LABOR MARKET INFORMATION AND TRAINING IN JOB SEARCH METHODS

The most commonly used strategies for providing job search training are:

- **One-on-one assistance** from the counselor or job developer.
- **Stand-alone workshops**, provided directly by EDWAA or through referral to the Employment Service.
- Job search training as a component of more **comprehensive workshops** covering assessment, crisis adjustment or world-of-work skills.

The following sections present discussion and examples for each approach.

1. One-on-One Assistance

Almost all substate areas make some use of individual counseling to provide job search training. At one extreme, service planning and basic readjustment services are not seen as discrete services but as elements of a single job readiness process provided through a series of individual counseling sessions. Other substate areas use individual counseling to supplement group training in workshops or job clubs, with an emphasis on "coaching" or custom-tailoring group instruction to each participant. For example, in some substate areas, general resume and job search techniques are covered in workshops, while the participant's own resume is refined and a concrete job search strategy is mapped out in one-on-one sessions.

Clearly, the **ability to respond to individual needs** is the main **advantage of one-on-one assistance**. It is especially appropriate for participants who already have **substantial job search skills** and require only a brush-up to perform at their best. It may also be the most practical approach for **rural substate areas** with widely dispersed field offices and few clients. On the other hand, the **disadvantages** of one-on-one counseling are that (a) it is very **labor intensive**; (b) because staff resources are generally quite limited, counseling-only approaches tend to involve far **fewer hours** of instruction; (c) its quality depends heavily on the **counselor's ability** and experience; and (d) there are **few, if any, opportunities for mutual support** among participants. The quality and scope of one-on-one training, however, can be improved somewhat by supplementing counseling sessions with **self-study materials**, as in the following example.

Example of On-on-One Assistance

Self-Study Materials to Supplement Individual Counseling. In this large, rural substate area, job search classes are available from community colleges, and the substate area funds workshops for large dislocations. However, many participants receive job search training exclusively from 1- to 2-hour sessions with job developers in the county field offices. Realizing that it may not be possible to cover these skills in depth, the substate area has purchased the *DataTrakt Work Book* and the *Scriptographics* series on job search as supplementary self-study materials for participants. *The DataTrakt Workbook* is a pocket-sized notebook structured to record the job seeker's work history, education, skills and references. It is filled out by the participant and used for employment applications or preparing for job interviews. The *Scriptographics* series is a basic but "user-friendly" set of booklets covering resumes, job interview techniques, and time and stress management through a series of cartoons. **SDA #14, Galesburg, IL.**

2. Stand-Alone Job Search Workshops

Small-group workshops can be a **cost-effective** way to provide a good general grounding in job search skills. They may be offered as either prelayoff or postlayoff services and can be conducted by substate area staff, subcontractors, or by referral to the local Employment Service office. In most places, stand-alone workshops are intended as comprehensive, general-purpose introductions to job search methods, suitable for a wide range of participants.

The workshops we observed for this study varied in length from 4 to 40 class hours. Participants in **shorter workshops** of 16 hours or less often found that they covered **too narrow** a range of skills (focusing almost exclusively on job interview techniques, for example) or tried to cover a comprehensive curriculum **far too quickly**. Shorter stand-alone workshops also tended to omit exercises in goal setting and identifying transferable skills, which are especially important for dislocated workers. Most of the workshops **conducted by the ES were shorter-term workshops**, except for a few that were designed specifically for EDWAA participants.

Substate areas with **longer workshops** of at least 16 hours noted that they usually require 10 to 20 participants to be viable from a cost standpoint. Surprisingly, we found little evidence that participants in longer workshops thought they were too long or slow. On the contrary, people usually appreciated the chance to **master a wide range of techniques** at a pace that permitted **extensive practice** exercises and group discussion.

Examples of Stand-Alone Workshops

Example #1—A Comprehensive Job Search Workshop. This substate area provides a comprehensive 40-hour employment preparation workshop every 2 to 4 weeks, depending on demand. Classes include both EDWAA and Title II participants. For large dislocations, shorter prelayoff versions of the workshop may also be held on-site. The workshop is designed and taught by two counselors specializing in OJT and job development who share the teaching duties for each workshop to provide more variety for the participants and more scheduling flexibility for themselves.

The employment preparation workshop is usually run alongside a personal dynamics workshop, described in Chapter 6. The morning sessions in personal dynamics cover such things as goal setting, stress management, and communications, while the employment preparation sessions in the afternoon focus on practical job search techniques. Substate area staff find that this concurrent scheduling works very well: the two workshops cover complementary material, take full advantage of the participant bonding and mutual support that naturally develops, and are both completed in 2 weeks. Typically, about half of the participants in the employment preparation workshop are enrolled in both classes.

The employment preparation workshop's curriculum is comprehensive and ambitious: it covers labor market information, identifying transferable skills, resumes, employment applications and cover letters, job market research, and interviewing. (See Appendix 5-1 for a detailed curriculum outline.) A practical and comprehensive workbook/resource book, developed by substate area staff, is used as the basis for both individual and group exercises.

Instructional methods include guided group discussion, short lectures by the instructor, participants reading aloud short crucial passages from the workbook, and practice exercises. No one is allowed to be passive. The workshop's final sessions are taken up with practice interviews with constructive critiques by the class and a final videotaped interview with a volunteer human resources executive from a local employer, with an individual debriefing afterward. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Videotapes as a Teaching Tool. The Central Ohio Rural Consortium, a middle-sized, rural substate area, has developed a comprehensive employability skills workshop that is conducted 3 to 4 hours per day over a 2-week period and covers a similar range of topics as the first example.

A noteworthy feature of the workshop is the way it integrates videos into its instruction methods. The class relies heavily on group discussion, practice exercises, and instructor mini-lectures, but it also includes 4 hours of video programs, *The Job Search Series.* The twelve 20-minute tapes cover the whole range of job-seeking skills, from goal setting and grooming to resumes and job interviews. The videotapes model common mistakes as well as good practices through a series of scenarios that depict job seekers as very real people; in doing so, the videotapes underscore important principles dramatically and leaven the workshop sessions with humor. Each videotape comes with a short test to reinforce its main points, and the series is geared to a popular workbook, *Getting the Job You Really Want.* **Central Ohio Rural Consortium, Newark, OH.**

Example #3—A Shorter Prelayoff Workshop. This substate area commissioned a consultant to design an intensive job search workshop that could be presented before layoffs actually occur. It is divided into four 4-hour modules that can be delivered in 2 to 4 days. Designed specifically for dislocated workers, the workshop is organized around the notion that *"getting a job is like selling a commodity: you need to package yourself in a way that will be attractive to employers."* The modules take participants through a five-step process that covers self-assessment and establishing attainable goals, preparing resumes, market research and networking, targeting specific jobs and companies, and successful job interviewing. Practical exercises are woven tightly into the curriculum, making it easy for participants to implement lessons learned in the class. **Southeastern Connecticut PIC, New London, CT.**

3. Job Search Training as Part of a Comprehensive Workshop

An alternative to the stand-alone workshop is to incorporate job search material into **workshops covering a wider range of basic readjustment services.** Multipurpose workshops are usually offered either during assessment and service planning or at the point of referral for job search.

In **assessment-stage workshops**, job search is addressed relatively early in the service process. Labor market information and job search methods are presented in conjunction with assessment, career exploration, and/or crisis adjustment material over a 2- to 5-day period. The chief **advantage** of this approach is that it emphasizes the need to **set personal and career goals** and **identify transferable skills** as a first step in planning the job search. These workshops help participants begin to think about reemployment strategies early in the service process and provide some opportunities for mutual participant support. Many substate areas require or strongly encourage attendance at these integrated workshops to ensure that all participants receive a core package of basic readjustment services.

On the other hand, some assessment-stage workshops try to cover **too broad a set of activities in too short a period**, and the quality of training may suffer. Further, the timing of these workshops is appropriate for workers seeking immediate employment, it **may be too early for participants bound for classroom training**.

Integrated workshops offered just before job search involve a somewhat different mix of services. In these workshops, job search training is typically provided after assessment, service planning, and classroom training are complete. Job search forms part of a workshop curriculum that brings in elements of goal setting, crisis adjustment, world-of-work training, or communications skills. As is true for assessment-stage workshops, curriculum designers must allow adequate time for covering job search skills with enough range and depth to be useful.

Examples of Job Search Training in Integrated Workshops

Example #1—A Combined Assessment and Job Search Workshop. This substate area integrates job search material into a 20-hour, 5-day workshop called Orientation to the World of Work, which participants usually attend immediately after enrollment. The first day of the workshop covers community resources available for crisis assistance and goal setting and includes the administration of personal skills inventory. During the second day, participants are helped to interpret their test results to aid in career exploration and begin working on resumes; they also complete work sheets for their individual service strategies and supportive service requests. The third and fourth days of the workshop are devoted to job search techniques, with an emphasis on job interviewing and techniques for identifying job leads. The ES representatives also make presentations and set up appointments. The last day includes a seminar on stress management. Job search material is organized around the workbook *You're Hired!: The Nuts and Bolts of Job Hunting*; participants are also provided a workbook on job retention, *Job Savvy: How to Be a Success at Work*, after they find work. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #2—Job Search as Part of a Life Skills Curriculum. One rural substate area with a small EDWAA program incorporates job search training into its life skills workshops, offered to Title II-A and EDWAA clients jointly. The workshops combine resume preparation and instruction in interviewing skills with material on stress and financial management, goal setting, "mid-life adjustment," and other topics. **North Central Indiana PIC, Peru, IN.**

B. STRATEGIES TO PROVIDE JOB SEARCH TRAINING AND ASSISTANCE TO ALL PARTICIPANTS

Substate areas need to ensure that job search training is available for **all participants**, including those interested in immediate employment and those interested in retraining. **Integrated workshops** held at the assessment and service planning stage are especially well suited to this role and are often made mandatory for all participants. As discussed above, however, the timing of this "up-front" job search may not be appropriate for those in longer-term retraining.

One way to provide job search training to classroom training participants is by requiring a **job search component in occupational skills classes**. In cases where most classroom training is provided through individual referrals to community colleges or vocational schools, a second option is to encourage participants to attend suitable **on-campus job search workshops** offered by the school; such workshops are often designed with the assistance of the substate area.

Examples of Job Search Training for Classroom Training Participants

Example #1—Job Search Training as Part of an Occupational Skills Curriculum. This substate area's contracts with proprietary vocational training providers require occupation-specific job search training. This approach has been especially effective in contracts for courses such as auto mechanics training, which are geared to participants with limited education or English language barriers. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Workshop Offered by Community Colleges. Most of this substate area's classroom training participants attend one of two community colleges in the service area. These colleges, which have large numbers of JTPA-funded students, have established one-credit-hour classes on job search methods and career management. They involve 15 contact hours over a 5-week period and are available to all students. **SDA #14, Galesburg, IL.**

Example 3—Workshops and Job Clubs. Community college students funded by this substate area are required to take a 10-week, 30-hour job preparation class. Under its contract with NOVA, the college also operates separate weekly job clubs for professionals and nonprofessionals. **NOVA, Sunnyvale, CA.**

C. STRATEGIES TO MEET THE NEEDS OF WORKERS WITH DIFFERENT SKILL LEVELS AND WORK MATURITIES

A disadvantage of general-purpose job search workshops is that they tend to follow a standard format that may not be appropriate for either participants with more advanced skills or those with limited work experience. One strategy for tailoring job search training to the diverse needs of dislocated workers is through **one-on-one assistance** from the counselor or job developer, as described in Section II.A.1 above.

As a second strategy, some substate areas offer job search training in the form of **short topical modules** or seminars to meet the needs of different dislocated worker populations without sacrificing the advantages of group training. This modular approach permits a much wider range of both basic and advanced material to be covered, and participants can choose the topics best suited to their needs. To provide more advanced training while ensuring that all participants get a common grounding in job search skills, some substate areas offer seminars as a supplement to a general-purpose workshop. Two of the examples that follow describe how substate areas have designed job search training tailored to the needs of higher skilled workers, dislocated managers, and workers with advanced technical skills.

Examples of Modular Workshops

Example #1—Short Special-Purpose Workshops. In addition to its 5-day Career Dynamics workshop, this substate area offers numerous shorter workshops geared to the needs of special populations, including Job Preparation, Resources in the Denver Job Market, and Older But Goodies workshops. Job Preparation is a 6-hour seminar designed for participants with limited work experience and those who need further help in resume writing, making telephone contacts, interviewing, and other job search techniques. Resources in the Denver Job Market is a 2-hour workshop in which a local labor market specialist explains how participants can identify potential employers and interpret information from the media to learn about current employment trends. Oldies But Goodies is a workshop that addresses employment issues and job search strategies for older workers.
Arapahoe County Employment and Training, Aurora, CO.

Example #2—Additional Workshops at the Beginning of Job Search. The Working Connection provides basic job search instruction in a mandatory workshop that also includes intake and assessment activities. For more intensive training and review in a small-group setting, participants are encouraged to take the Advanced Interviewing and Advanced Resume Writing seminars at the time they begin job search. Both are 4-hour workshops offered weekly. The interviewing seminar provides mock interviewing practice, along with tips on presentation of self and communication skills. The resume class helps participants produce resumes for new career fields or multiple resumes for job search in different fields. **The Working Connection, Fort Worth, TX.**

Example #3—The Job Club as Seminar Series. A special project for dislocated defense workers designed its job club to operate as a weekly job search seminar, with from 20 to 50 workers normally attending on a drop-in basis. Rather than the networking or sharing of leads offered in more traditional job clubs, this job club included a weekly presentation on a topic of general or more specific interest, including subjects like "How to Work with a Head Hunter" and "Exploring Health Care Careers," followed by questions and discussion. The series was not limited to job search topics and included sessions on family stress, which were held in the evening so other family members could attend. **SDA #6, St. Louis, MO.**

Example #4—A Cycle of Classes Conducted by Participants. NOVA offers a 2-week cycle of short classes designed for dislocated engineers and other professionals. All new participants are required to take 1- to 3-hour classes on resumes, interviewing, and developing "problem-solution-result" statements to describe work experience. Optional seminars include informational interviewing, selling one's skills over the telephone, and advanced resumes and job interviewing. One of the most innovative aspects of the program is that each seminar is conducted by a participant, using existing curriculum materials. Although the use of volunteer instructors encourages active participation and reduces costs considerably, the quality of instruction varies. **NOVA, Sunnyvale, CA.**

D. STRATEGIES TO LINK JOB SEARCH TRAINING AND JOB SEARCH ASSISTANCE SERVICES

Substate areas have used a number of methods to ensure that participants do not "fall through the cracks" in the transition from job search training to job search assistance. These include:

- **Describing the substate area's job search support services** and facilities as a regular feature of the job search workshop.
- **Introducing workshop participants to staff who will later assist with job search.** During job search workshops held by one substate area, each participant is scheduled for an individual follow-up appointment with the workshop leader. As part of this session, the participant is introduced to the job developer with whom he or she will be working. In another substate area, all counseling staff in the local outreach office are involved in delivering some part of the job search workshop. Participants and staff get to know each other informally, and at the end of the week clients have some say in choosing the counselor who will be responsible for their service planning and placement assistance.
- **Having ES representatives present part of the workshop.** In one substate area where the ES provides job development services under contract to the substate area, ES staff conduct one day of the job search workshop. Each participant is assigned an ES counselor, and appointments are made for an initial interview.
- **"Graduation" requirements for the workshop.** One substate area's employment preparation workshop concludes with a videotaped job interview. Participants must be able to conduct an interview that meets an acceptable standard before they are allowed to proceed to job club and job development. Those who do poorly in the interview receive coaching and more practice interviews before trying again.

III. STRATEGIES FOR JOB SEARCH ASSISTANCE

Substate area arrangements for job search assistance follow two basic strategies: (a) providing **support for participants' self-directed job search** efforts and (b) providing **support plus active job development**. In many cases, programs that only offer job search support do so out of a conviction that EDWAA is fundamentally a self-help program whose proper role is to provide the knowledge and resources dislocated workers need to find suitable employment but not to do the work for them. The more responsive of these substate areas put their energy into designing quality job search training and facilities, job clubs and similar group arrangements to foster mutual support among participants, and active case management during the job search. Job development is typically handled through referrals to the local ES agency.

Other substate areas believe that EDWAA has its own responsibility to supplement participants' efforts through direct outreach to employers. Although it can be costly, job development is seen as a way to offer participants a competitive advantage in locating higher-skilled positions, to identify opportunities for on-the-job training and out-of-area employment that participants would otherwise miss, and to serve the local business community. Methods for pursuing both strategies are discussed below.

A. STRATEGIES TO PROVIDE ONGOING SUPPORT FOR PARTICIPANTS DURING JOB SEARCH

1. Individual Support for Self-Directed Search

Effective job search assistance involves **much more than monitoring** the participant's activities. All participants will need a thorough orientation to the substate area's resources (e.g., job club, resource center, and other facilities). Participants may need assessments of their current job search skills; referrals to the ES; continuing help with resumes; interviewing techniques and planning the job search; emotional encouragement; and help in solving child care or transportation problems.

As in all case management, it is essential to **schedule regular contacts** with the participants during their job search, including in-person visits when needed. Almost all substate areas have formal policies for weekly, biweekly or monthly contacts during job search, but these policies are not always followed in practice. A common result is that participants pursue impractical job search strategies or become discouraged, and the program suffers from avoidable negative terminations. Some substate areas have tried to avoid such situations by developing systems for recording client contacts, periodically monitoring case files, and adjusting caseloads to compensate for the more labor-intensive case management needed when job search begins.

Example of Individual Support

Example #1—Individualized Job Search Assistance. Job search assistance is provided primarily through individual meetings with the job developer. After an initial "get acquainted" session to assess the client's job search skills and plan an overall strategy, further personal or phone contacts are scheduled at weekly intervals. Participants are given a self-marketing kit with a completed resume, a letter of referral to employers, and a description of JTPA services to employers, including OJT possibilities. The job developer and the classroom training case manager help to identify job leads, and all participants register with the Employment Service. Participants with appropriate skills who need immediate income are encouraged to use temporary employment agencies that do not charge a fee.

Florida Panhandle PIC, Panama City, FL.

2. Promoting Mutual Support among Participants through Job Clubs and Motivational Workshops

Some substate areas establish **job clubs** to provide a forum for participants to discuss their job search experiences, share information about job leads, and prevent the isolation and discouragement that unemployment often brings. In addition, job clubs offer excellent opportunities for substate areas to provide **continuing training** in job search methods on an open-entry/open-exit basis. Separate job clubs are sometimes established for broad occupational areas, grouping together participants who are likely to have common experiences and face similar barriers.

Examples of Promoting Mutual Support

Example #1—Peer Support Groups with Payment for Attendance and Job Contacts. In this rural, high-unemployment area, the substate area relies heavily on support groups to see participants through a job search process that may be long and arduous. The groups meet for three consecutive days every 2 weeks, running for about 2 hours per session. The intent is to build " a culture of people actively seeking work," and the sessions are designed to address motivation and self-esteem as well as to provide brush-up training in job search skills. To encourage attendance and compensate for the long distances many must drive, participants are paid $15 per session. All participant job contacts are thoroughly reviewed and fully documented to validate potential job placement opportunities. The form for documenting job contacts also asks participants to request information on company job openings in other fields, and a number of participants have been placed through leads identified by other group members. **New Mexico Balance of State, Santa Fe, NM.**

Example #2—Job Clubs Organized by Occupational Area. Through a community college subcontractor, NOVA operates separate job clubs for professionals and nonprofessionals. Each meets for 2 hours per week, and includes "hot seat" sessions in which group members focus on one or two participants to provide constructive criticism of their resumes and interviewing technique. **NOVA, Sunnyvale, CA.**

Example #3—Two Job Club Sessions. This substate area offers two job club sessions per week. The first involves separate meetings for clerical, production, and professional/technical workers, and the second session is open to all. Each participant maintains a job search log designed by the substate area to record referrals, applications, interviews obtained, and outcomes. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #4—Job Club and Seminar Series. Under contract to the substate area, the ES operates a two-part job club. The first part is a weekly support group organized on traditional lines, and the second is an ongoing seminar series. The weekly seminars can cover topics of general interest (e.g., doing contract work as a way to get exposure to an employer, dealing with the holiday season depression), but they often focus on presentations by major employers, who discuss job opportunities at their companies and procedures for applying. **The Working Connection, Fort Worth, TX.**

In addition to regular job clubs, substate areas have used a variety of other group formats to promote motivation and labor market awareness:

- One substate area has job search participants view a series of **motivational video programs** on the attitudes and work habits of highly effective people.
- Another has developed an **innovative slide show** and "Jeopardy" game for fostering labor market awareness. The slide show presents information on local employers, including occupations, wages, contact information, and working conditions. Workers are given a booklet with similar information and are encouraged to note companies they are interested in for follow-up with the job developer. At the end of the session, participants play a "Jeopardy" game based on the slide show to get workers actively engaged in the material.

3. Facilities for Self-Directed Search

Some substate areas also provide logistical support for participants' job search efforts, often taking the form of a resource center with such facilities as:

- Telephones, fax machines, stationery, and mailing privileges.
- Word processors and clerical support for producing resumes.
- A job search library with newspapers, trade journals, and other reference material.
- Access to job listings in the form of a bulletin board, binder, or computer terminal linked to the ES database.

- Counselors or job developers on hand to demonstrate use of the equipment and answer questions.

Resource centers may be located in permanent facilities at the substate area or subcontractor offices or in temporary quarters in connection with large dislocations. In the latter case, equipment is often provided by the layoff employer. Resource centers also support job search by encouraging networking and camaraderie among participants in an informal but businesslike atmosphere.

Examples of Job Search Facilities

Example #1—Facilities Provided at the Substate Area Office. Under contract to the substate area, the ES operates a permanent resource center colocated with the substate area offices. Originally developed by a local employer for a large layoff, it is now funded from EDWAA funds. At the center, participants have access to telephone and fax machines, photocopiers, facilities for producing resumes, and postal privileges. The library contains job hunting guides, newspapers from across the country, and both private-sector and government job listings on paper or microfiche. Participants consider the center one of the most useful features of the program. **The Working Connection, Fort Worth, TX.**

Example #2—Resource Center for a Plant-Specific Project. The outplacement center established for a large layoff of defense workers provides facilities similar to those described in Example #1. In addition, clients have access to terminals with computerized job listings in the area and a hard-copy binder with unlisted job orders. Because many of these workers have highly specialized skills and are not averse to relocation, the center's two job developers are in touch with recruiters in all parts of the country. **SDA #6, St. Louis, MO.**

B. STRATEGIES TO MATCH PARTICIPANTS TO JOBS IN KEEPING WITH THEIR SKILLS AND PREVIOUS WAGE LEVELS

1. Using Job Banks and Matching Job Orders to Participants

Because job banks contain information gathered from large numbers of employers, they can be a very **efficient** way for clients to learn about current job openings. Job banks are especially helpful for participants with **specialized skills** and those in large or **widely dispersed labor markets**. In making effective use of job banks, substate areas face the dual challenge of obtaining current information on the greatest possible number of job openings suitable for dislocated workers and matching the needs and skills of individual participants to the requirements of individual jobs.

Some substate areas have developed their own job banks, in one of the following forms:

- **Small-scale systems** for pooling leads identified by the substate area's own job developers and matching them to clients.
- **Large-scale job listings** assembled especially for the substate area's participant population using mass mailings, telephone surveys, or databases purchased from industry sources.

Examples of Using Customized Job Banks

Example #1—Computer Matching Systems Designed by the Substate Area. This substate area has developed an in-house computer system for matching participants to job orders. Participants currently in job search have their previous work experience or classroom training skills encoded on a database file created from standard commercial software and run on a personal computer. When a job order comes in, its DOT code is matched against DOT codes in the participant file. The computer search program identifies a short list of potential candidates, who are then contacted by job developers. Staff regard it as a rough-and-ready system, but it does get job developers "part way there quickly" in finding a suitable match. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Computer Matching with On-Line Resumes. A similar system was used in a special project for defense workers. Participants' resumes were entered on a database and coded for up to six job titles. When a job order was received, staff could call up a list of resumes containing the specific skills called for. Although requiring more data entry than the system in Example #1, this system permitted more flexibility in specifying jobs and allowed the job developer to review the participant's entire resume on-line. **SDA #6, St. Louis, MO.**

Example #3—Custom-Designed Databases. A plant-specific project made use of two nationwide job banks developed specifically for company workers. The first was a database for production workers and technicians, created from a mass mailing to 12,000 other companies nationwide that employ workers similar to those affected by the layoffs. Counselors at the resource center were able to process results from the mailing to give clients a list of job openings that matched their skills and location preferences. A second database for professional and managerial workers was created by a consulting group under contract to the substate area. This job listing was updated every 2 weeks and was supported by software that allowed counselors to query records by occupation, region, or salary range. The list was also available in hard-copy form. **Southeastern Connecticut PIC, New London, CT.**

In addition, nearly all substate areas offer access to job banks indirectly, by referring participants to ES offices. At present, practical coordination between EDWAA and ES at the local level varies enormously. Some substate areas indicated that ES services were not appropriate for many dislocated workers. For example, several participants interviewed for this guide indicated that the job referrals they received from ES were for entry-level jobs that made little use of their transferable skills. Other substate areas reported poor placement results from ES referrals.

On the other hand, we also found some examples of effective coordination between ES and EDWAA, including a number of efforts to provide direct access to ES job listings.

Examples of Using ES Job Matching Services

Example #1—Contracting with the ES for Job Development. This substate area contracts with the ES to provide job search assistance, which permits the ES to assign a number of counselors to JTPA clients exclusively. As a result, the ES counselors have lower caseloads and are able to spend more time with EDWAA clients. Job development for the substate area is done largely through ES's statewide computer-based job order system, which matches participants and jobs on the basis of geographic area, skills, qualifications, and wage needs. After an initial meeting to assess the participant's skills and interests, the ES counselor searches the system using the client profile. The chief drawback of the system appears to be a lack of job leads for higher-skill and professional jobs. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #2—Jointly Staffed Centers. In this substate area, statewide ES listings are available to both staff and participants from a computer terminal at the local Workforce Development Center. Created under a recent state initiative, these centers are staffed jointly by ES and JTPA personnel. The computer search program is quite user-friendly, generating a list of suitable job openings after asking a series of simple questions about the participant's occupational interests, regional preferences, pay requirements, and other information. To prevent clients from applying for jobs for which they are not qualified, participants must then see the ES counselor to obtain contact information. Staff can also access the system from the main substate area office. **Kankakee Valley Job Training Program, Valparaiso, IN.**

Example #3—Obtaining Job Leads from ES. Another substate area accomplishes similar ends without computer linkages. Through an arrangement with local ES offices, current job orders are made available to substate area job developers in hard-copy form. **Central Ohio Rural Consortium, Newark, OH.**

2. Employer Outreach and Developing Jobs for Individual Participants

In addition to using established job banks, many substate areas conduct their own **outreach to employers**. This can take the form of **general job development**, in which job leads are pooled for later match to participants, or **job development for specific participants** or groups of participants with similar backgrounds. Job development can be conducted by substate area staff (e.g., case managers, specialized job developers, classroom training managers), course instructors and placement staff of classroom training providers, ES staff under contract to the substate area, and other subcontractors. Job developers often take responsibility for developing OJT contracts as well.

Examples of Job Development Strategies

Example #1—Maintaining a High Profile with Employers. This rural substate area maintains a high profile in the business community through weekly public service announcements and frequent appearances on community service programs, along with paid radio and television commercials. It produces a semiannual newsletter and three brochures that are widely distributed through mass mailings to employers and business organizations. Promotional materials such as T-shirts, visors, and tote bags are also used to market JTPA. In addition to these broad-brush efforts, job developers frequently make on-site presentations to employers about PIC services and distribute materials. **Florida Panhandle PIC, Panama City, FL.**

Example #2—County Employer Inventory. The job developer in the largest county of this rural substate area maintains a detailed inventory of all major employers in the county. Using a standard format, this inventory lists companies' addresses and telephone numbers, personnel directors, wage levels, benefits, and occupations for which they normally hire. The book is available to participants for market research, informational interviewing, and cold-calling. It is also used extensively by the job developer herself, to call employers whose profiles match the needs of job-ready participants. In addition, staff appear on a weekly radio program to talk about JTPA services and advertise job-ready participants. **Central Ohio Rural Consortium, Newark, OH.**

Example #3—Advertising Participants through Mass Mailings. Located in a large and sophisticated labor market, this substate area maintains a mailing list of about 200 major employers that have hired participants in recent years. Job developers periodically send out information on current job seekers in the form of "mini-resumes" that summarize salient points about participants' education, skills, and occupational goals in five or six lines. The format allows employers to scan the list quickly. The technique works best for clients with widely transferable skills (such as clerical workers) and for companies that often hire for a variety of occupations. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #4—Job Developer Network and Ties to Economic Development. This substate area helped create a countywide job developer's association to share job orders among JTPA, ES, community colleges, and other agencies engaged in placement activities. All job developers undergo a common training and certification process, and county employers have been assigned a single "lead contact" in one of the participating agencies. If the lead agency for the employer cannot fill an available position, the job order is transferred to an agency with suitable participants during the group's weekly job developer meetings. In addition, the substate area's EDWAA subcontractor keeps in regular contact with commercial loan officers to obtain advance notice of local business expansions. Job developers then make personal visits to these businesses to discuss possible training needs and offer to fill newly created job positions with JTPA referrals. **Muskegon County Department of Employment and Training, Muskegon, MI.**

3. Job Fairs and Employer Presentations

The distinguishing feature of this strategy is that employers are brought in to meet participants. This can be done in two ways. **Job fairs bring together many employers in a single event**; company representatives set up booths or tables, usually in a large conference space, distribute literature, show slides or videos about the firm, and talk with participants. Job fairs require a great deal of organization and are seldom held on a regular basis, but they do expose participants to a wide variety of employers at the same time. Job fairs are often organized in connection with large layoffs.

An alternative is for the substate area to host **individual employer presentations** through a job club or seminar series. This format usually involves a formal presentation about the company or occupations well represented in the company—for example, "Machinist Jobs for the 21st Century"—followed by questions and discussion. In many cases, these talks can be held in the substate area's existing meeting space and do not require special conference facilities. If held on a regular basis, they provide another means to keep job search participants involved in group activities and in contact with program staff.

Substate areas that have organized such events find that they serve several purposes, including:

- **Career exploration.** Participants have an opportunity to learn about the duties and working conditions involved in different occupations.
- **Job search training.** Participants hear firsthand about what local employers are looking for in a resume and job interview.
- **Job search assistance.** Employers often use the job fair or presentation to screen candidates for job openings and to set up appointments for formal interviews.
- **Future job development.** Employers also have a chance to learn more about substate area services and participants, and this often pays off in future job orders and OJT opportunities.

Examples of Job Fairs and Presentations

Example #1—Job Fair. This substate area held a job fair for workers laid off from a timber mill in a remote rural county. More than 40 local employers and training institutions were represented, and 12 workers were hired directly from the fair. **Tri-Valley Consortium, Yakima, WA.**

Example #2—Individual Employer Presentations. Another substate area hosts a regular series of "Job Talks" in which local employers come to talk about the kinds of occupations available, the work involved, and what they look for in a successful applicant. These presentations help in job search training (e.g., participants learn what employers are looking for in job interviews) as well as job development (e.g., employers may make appointments with participants for future interviews). **Western Indiana PIC, Terre Haute, IN.**

IV. CASE EXAMPLES

A. COMPREHENSIVE SERVICES FOR A COMPETITIVE LABOR MARKET, INCLUDING SERVICES TAILORED TO MANAGERIAL AND TECHNICAL WORKERS: CARSON/LOMITA/TORRANCE PIC, TORRANCE, CA

Context

Located in suburban Los Angeles County, this substate area faces a large but difficult labor market with unemployment running at about 10%. It also serves an unusually wide range of participants, from monolingual Spanish speakers with no high school education to aerospace engineers.

General Approach

With one-third of all participants being placed directly from basic readjustment services, high-quality job search training is considered essential for good placement performance in this substate area. Arrangements for job search training and assistance were designed to address four major barriers. First, services had to be intensive enough to give participants a competitive edge in the sophisticated Los Angeles area labor markets. Second, it was necessary to provide training and placement help through several distinct service arrangements to meet the needs of workers with higher and lower levels of skill and work maturity. Third, services had to be available to all, since the largest classroom training providers (community colleges) provided little job search support. Lastly, there was an explicit understanding that dislocated workers' attitudes and communication skills influence the chances of completing training, finding work, and keeping it.

Delivery Arrangements and Range of Assistance Available

Job search training and assistance is provided through several options, on referral from the counselor:

- Job search modules in the **career transitions workshop** for aerospace professionals focus on nontraditional reemployment strategies for those with high-level skills. This workshop is conducted by a community college under subcontract to the substate area.
- Taught by substate area job developers and designed for both blue-collar and white-collar workers, the **employability preparation workshop** is the PIC's main vehicle for job search training. It is discussed in Section II.A.2 above.

- Contracts with several proprietary vocational training providers have provisions for **occupation-specific job search training** provided by the vendor. This approach has been especially effective in fields such as auto mechanics training, which are geared to participants with limited education or English language barriers.
- Training continues in the substate area's **job club** with separate sessions for clerical, labor/skilled trades, and professionals, and in individual sessions with placement counselors.
- **Job search assistance** services feature active job development and one-on-one help from staff, with support from the job club and a strong OJT program.

Summary

The strength of this design is that it is comprehensive and ambitious, offering multiple approaches to meet the needs of the substate area's very diverse dislocated worker populations. Participants receive some individual attention from job developers and counselors, but the emphasis is on targeted group activities to provide depth at a relatively low cost per participant. The employment preparation workshop is thorough and practical and is designed to take maximum advantage of the crisis adjustment, work maturity, and communication skills offered in the concurrent Career Dynamics workshop. In our observations, we were impressed at the quality of feedback and empathy shown by participants in the group discussions and critiques. There are good linkages between job search training and later placement assistance.

The main disadvantage of the overall design is that the substate area's large caseloads for job developers make it difficult to provide all the individual attention participants may need. Further, its multi-pronged approach may be difficult to replicate in substate areas with small numbers of participants or widely dispersed field offices. Taken separately, however, most elements of the design are quite suitable for substate areas with fewer clients.

B. AN INTENSIVE WORKSHOP WITH STRONG CASE MANAGEMENT DURING JOB SEARCH: THE JOB COUNCIL, MEDFORD, OR

Context

This rural substate area serves two counties in southern Oregon with a total population of 210,000. Timber logging and milling, historically the major industry in the area, has been declining for several years, and there have also been layoffs in electronics and banking. Occupations that are growing, such as medical services, often require a major career change for participants. Many participants lack high school diplomas and recent job search experience.

General Approach to Job Search Training and Assistance

This substate area's approach might be summarized as "nothing fancy but everything high-quality." The basic service design is quite simple, with group workshops to provide a common grounding in job search skills, followed by intensive individual job development and support. Participants in all service tracks are strongly encouraged to take the job search workshop, and most do. In keeping with the substate area's team case management philosophy, counselors, workshop leaders and job developers meet regularly to discuss participants' progress in job search. The goal is to provide coordinated support that will keep clients on track during the job search without fostering dependence.

Delivery Arrangements and Range of Assistance Available

The job seeker seminar is an intensive 3-day workshop offered every 2 weeks in each county. The seminar combines training in communication skills and goal setting with practical exercises in identifying transferable skills and barriers, resume preparation, and videotaped mock interviews with local employers. The final activity is an individual coaching session with the workshop leader to address remaining questions, finalize resumes, and introduce clients to their job developers for a smooth transition to the job search.

Job search assistance picks up where the workshop leaves off, with a 45-minute introductory session to plan the job search strategy. Job developers actively seek out positions in keeping with participants' skills and are required to contact participants at least once every 2 weeks. This substate area provides a job search resource room, which has telephones, typewriters, computers, job boards, and a reference library that participants can use during their job search. All services are delivered by substate area staff.

Summary

This substate area offers services that are simple in design but delivered with great care. Participants contacted for the study were impressed by the amount and quality of personal attention they received and the seamless transition from job search training to placement. Possible disadvantages of the design are that the job search workshop attempts to cover a great deal of material in a short time, and, apart from the resource room, there are few opportunities for participants to meet and provide mutual support during job search.

IV. RESOURCES

The following are examples of job search training material used by substate areas studied for this guide. They are included as examples of the type of material available; no endorsement is intended or implied.

Pocket DataTrakt Workbook, Glencoe Publishing, 15319 Chatsworth St., P.O. Box 9509, Mission Hills, CA 91345-9509, 1987.

Scriptographic Booklet, Channing L. Bete Co., South Deerfield, MA 01373, 1992, (800) 628-7733.

The Job Search Series Video, JIST Works, 720 North Park Avenue, Indianapolis, IN 46202-3431, 1989, (800) 648-5478.

J. Michael Farr, *Getting the Job You Really Want*, JIST Works, 720 North Park Ave., Indianapolis, IN 46202-3431, 1991, (800) 648-5478.

Richard A. Fuchs and Keith A. Manning, *You're Hired! The Nuts and Bolts of Job Hunting*, Karli and Associates and Prudential Insurance Company, 1986.

La Verne Ludden, *Job Savvy: How to Be a Success at Work*, JIST Works, 720 North Park Ave., Indianapolis, IN 46202-3431, 1992, (800) 648-5478.

6. CRISIS ADJUSTMENT, JOB READINESS, AND RELOCATION SERVICES

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6. CRISIS ADJUSTMENT, JOB READINESS, AND RELOCATION SERVICES

I. CHALLENGES

- **Helping dislocated workers manage the stress of being laid off.**

Many substate areas see stress management as a critical service for dislocated workers. Helping participants adjust to the trauma of job loss can improve their ability to make plans for reemployment and participate in needed services. Without such assistance, dislocated workers' emotional responses, including anger and depression, can be formidable barriers to both program participation and reemployment and thus can lead to prolonged periods of unemployment.

Responding to workers' emotional needs can be particularly challenging for substate areas. Few conventional formats exist for these services, and substate area staff may have little expertise in helping clients address emotional problems. Further, although services to respond to the emotional needs of dislocated workers can be very beneficial, workers may be reluctant to participate in such services.

- **Helping dislocated workers adjust financially.**

The emotional strain of unemployment is often closely linked to financial insecurity. Although paychecks stop after a layoff, mortgage payments, living expenses, and other bills continue to come due. With assistance, workers may be able to adjust their spending patterns and locate additional financial resources, allowing them to support themselves during job search and to participate in longer-term services that can lead to higher wage replacement. Developing appropriate financial management services for dislocated workers, therefore, is an additional challenge for substate areas.

- **Helping dislocated workers develop appropriate workplace skills.**

Workers laid off from declining industries or occupations or from long-held jobs may need to be develop workplace skills that are important to success in today's economy. Effective communication, conflict resolution, and organizational skills are required of many workers in growing industries and may be useful for even the most technically adept participant. Teaching such skills to dislocated workers poses an additional challenge to substate areas.

- **Providing relocation assistance, when appropriate.**

Relocation assistance is another basic readjustment services that may be important to some dislocated workers. Providing appropriate relocation assistance, however, is a difficult challenge. Many substate areas are understandably reluctant to encourage workers to leave the area out of a concern that such encouragement would contribute to an economic decline of their community. Further many dislocated workers refuse to consider relocating, hesitant to leave family and friends when their support may be most needed.

Although relocation will not be the best course of action for many participants, individuals who reject it outright may close off potentially important career alternatives. For example, highly skilled workers may be substantially better off finding out-of-area jobs that use their skills rather than retraining for occupations in demand locally. Substate areas with successful relocation assistance services encourage participants to explore fully the advantages and disadvantages of relocation before making a decision, and assist workers choosing this option with the expenses of conducting out-of-area job search or moving to a new area.

II. STRATEGIES

A. STRATEGIES FOR PROVIDING STRESS MANAGEMENT SERVICES

Stress management is an important basic readjustment service for many dislocated workers. The emotional response to losing a job is complex and can affect many aspects of dislocated workers' lives. Stress can result from financial uncertainty, diminished self-esteem, changes in interpersonal relationships, and the process of searching for a new job.

An important strategy to address these crisis needs is to present the **typical reactions to job loss** to help dislocated workers understand their feelings. Commonly, this is presented as the "stages of grief" that dislocated workers go through in response to the loss of a sometimes long-held job. Although there are several variants, most commonly these stages are presented as:

- **Disbelief or denial.** The first stage is often shock and disbelief that the layoff is real. *"This can't be happening to me,"* is a common response. Although this stage is usually short-lived and the worker gradually assimilates the reality of the layoff, some dislocated workers may persist in their belief that the layoff will not happen or will be temporary, especially those working in industries with a history of temporary layoffs. In these situations, it is particularly important to provide information about the labor market realities as soon as possible—for example, as part of rapid response orientations or prelayoff services—to help dislocated workers understand the reality of the layoff.
- **Anger.** Feelings of betrayal and abandonment are very common (*"After all I've done for this company..."*). Several stress management services emphasize helping workers cope with their feelings of anger. They emphasize the difference between having angry feelings and acting on those feelings, the importance of expressing their feelings in appropriate settings, and the importance of not "scapegoating" by taking their angry feelings out on others, particularly family members.
- **Depression.** When dislocated workers understand the reality of being laid off, many feel overwhelmed and hopeless. Depression can lead to lethargy, withdrawal from everyday activities and from friends and family, inability to concentrate, and other symptoms that can make it very difficult for dislocated workers to take positive actions to plan for reemployment. Stress management services emphasize the importance of (a) involving family members or developing peer support to reduce dislocated workers' feelings of isolation and (b) seeking out professional help if dislocated workers feel out of control.
- **Acceptance.** The final stage is acceptance of the reality of the job loss and the ability to start making plans for the future. Helping dislocated workers get to this stage as quickly as possible is the goal of stress management services.

Presenting these stages of grief to dislocated workers can help them understand that their sometimes overwhelming feelings are "normal" and a temporary but necessary part of the process of coming to grips with losing their job. Many substate areas present this information (a) as part of the rapid response orientation, (b) in written materials that workers can take home and share with their families, and/or (c) as part of basic readjustment workshops.

Although helping dislocated workers understand their feelings is an important service, some substate areas go a step further and teach dislocated workers **techniques to cope with stress**. Typically, this begins by teaching dislocated workers the **indicators of stress**, including physical (e.g., fatigue, appetite change), emotional (anxiety, irritability, hopelessness), and behavioral symptoms (increased smoking or drinking, isolation from others).

Dislocated workers are then taught coping skills. **Physical ways to cope with stress** include (a) exercise (e.g., one substate area provided exercise classes at an on-site center for a large-scale layoff), (b) relaxation techniques such as deep breathing or progressive relaxation, and (c) proper nutrition. **Emotional ways to cope with stress** include (a) seeking out support from family or friends, (b) expressing one's feelings, (c) seeking out enjoyable activities each day, and (d) taking full responsibility for improving one's situations. Often, stress management curricula end with participants establishing a **plan of action** that indicates problem areas that they want to address, specific steps they will take, and specific individuals from whom they will seek support to make these changes.

A third strategy is to try to **alter dislocated workers' behavior or self-esteem**. Some dislocated workers may find that they have personal traits or family situations that make it very difficult to cope appropriately with their job loss. Some substate areas provide additional assistance, through group workshops or individual counseling, to address these psychological or social problems.

For example, because dislocated workers may act overly aggressive (when they are feeling anger) or overly passive (when they are feeling depressed), several substate areas include **instruction in assertive behavior** in their stress management services. Typically, participants are presented with information about assertive behavior and then complete exercises to identify assertive responses to specific situations.

Because losing a job is a blow to dislocated workers' self-confidence, those who already have low **self-esteem** may have a particularly difficult time handling the stress. Services to improve dislocated workers' self-esteem are often labeled as a self-assessment. Participants typically begin by completing questionnaires to measure their feelings about themselves. Counselors then discuss the negative effects of diminished self-esteem, and demonstrate techniques workers can use to improve their self-esteem. For example, workers may discuss positive and negative influences on their self-esteem, list personal skills and strengths, and practice spoken affirmations to improve their self-image.

Families are an important source of support for dislocated workers. However, many of the problems associated with a dislocated worker's emotional response may strain family relationships, and family members also have emotional responses to the job loss that interfere with their ability to provide support. Thus, some substate areas provide help in **improving family relationships**. Often, this includes providing information about and training in communication and listening skills, frequently supplemented by written materials that the dislocated worker can take home and share with family members. Other substate areas present information about different types of family systems and how they can affect the self-esteem of family members (e.g., families that emphasize manipulation and control versus those that place a high value on freedom).

Examples of Stress Management Services

Example #1—Group Discussion about Reactions to Job Loss. As part of its job search workshop, this substate area includes a session on stress management. The instructor first presents the stages of grief and then discusses the physical and emotional indicators of stress and constructive ways of dealing with stress. In a group discussion, participants talk about their reactions to being laid off, and the instructor relates their experiences to the stages of grief. The group then identifies how workers might use their experiences to motivate themselves and develop coping strategies. Because the instructor is a former dislocated worker, he can share some of his own experiences as well. The instructor also leads a discussion about some of the very serious consequences of stress, such as domestic violence, substance abuse, and suicide. **New Mexico Balance of State, Santa Fe, NM.**

Example #2—Stress Management and Assertiveness Training. As part of its 2-week Personal Dynamics workshop, this substate area provides 3 days of stress management and assertiveness training. Indicators of stress are presented, including physical (e.g., appetite changes, headaches), emotional (e.g., anxiety, shame, anger, depression), cognitive (e.g., forgetfulness, confusion, lethargy), spiritual (e.g., loss of meaning, cynicism), relational (isolation, intolerance), and behavioral (e.g., escapist drinking, drug use, being accident prone). Participants identify the five areas of their lives that are causing them the most stress and how they usually handle them. They then discuss alternative ways to address these stresses. On the basis of these exercises, they develop an action plan to create more balance in their lives.

Participants also complete self-assessment exercises to explore their self-images and personality traits, including assessments of the extent that they react passively, aggressively, or assertively in various situations. The instructor presents information about assertive behavior and exercises to identify assertive responses to various situations. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #3—Techniques to Cope with Stress. To help workers reduce the stress of unemployment, this substate area provides training in stress management in a 4-hour session of its job search workshop. Through a combination of lectures, workbook exercises and group discussions, dislocated workers learn to identify the sources of stress in their lives and the effects that stress has on them. Participants are presented information about physical ways to reduce stress, including exercise and deep breathing exercises. Mental and emotional strategies for reducing stress are provided, including training in improving communications. To reduce stress in the long term, workers develop an "action plan" for changing behavior to reduce stress, including completing the following: "I need to start...," "I need to stop...," "I need support from...." **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #4—Multiple Workshops to Address Crisis Needs. This substate area provides several workshops that address crisis adjustment issues. At the beginning of the job search training workshop, dislocated workers discuss their thoughts and feeling about being laid off. The instructor presents the psychological reactions to loss and emphasizes none of them are alone in their feelings. This initial session is used as a springboard to helping workers overcome their feelings of helplessness and begin setting goals for reemployment.

In addition, a 3-day seminar is available to help dislocated workers overcome negative self-images, increase motivation, and improve self-esteem. This workshop includes lectures and videotapes with examples of techniques to use to overcome barriers to success. A workshop on assertiveness training is also available for those needing more assistance in developing self-esteem.

Because this substate area has a long waiting list for its services, it recently added new stand-alone workshops on various topics relating to coping with unemployment that workers who are waiting for additional services can attend. These workshops address stress reduction and family coping strategies and provide peer support. **Arapahoe County Employment and Training, Aurora, CO.**

Example #5—Individual Counseling. A contractor in this substate area hired psychological counselors to address crisis needs because many dislocated workers reported that their families were adversely affected by their layoffs. The counselor can provide short-term therapy (for 6 to 10 sessions) to dislocated workers referred for this service. **Los Angeles County, Los Angeles, CA.**

Example #6—Counselors at an On-Site Center for Dislocated Workers and Family Members. This substate area has found that mental health services are needed for one-third of the dislocated workers served through a multi-service center for wood-products workers. Further, through experience, staff have learned that they should not focus solely on the dislocated workers themselves; if a spouse or children are experiencing difficulties, it can be a serious impediment to a dislocated worker completing his or her training plan. They found, however, that many dislocated workers would not seek these services in county mental health clinics because of the stigma of having mental health problems.

As a result, the center pays the salaries of mental health workers, who are located at the center. In a friendly, confidential environment, the mental health workers provide individual counseling to dislocated workers and help to families to deal with the stress of dislocation. **Pacific Mountain Consortium, Olympia, WA.**

B. STRATEGIES FOR PROVIDING FINANCIAL MANAGEMENT SERVICES

Providing dislocated workers with assistance in financial planning and budgeting offers several **advantages**. First, financial insecurity is often a major **source of stress** for dislocated workers, so helping them develop a realistic plan can speed up their adjustment process and help them focus on plans for reemployment. Second, as discussed in Chapter 3, having dislocated workers develop a budget can help the program **diagnose** their need and eligibility for financial assistance from EDWAA or other programs. Third, helping dislocated workers **take immediate action** to reduce their expenses will maximize their options for services, by making it easier for dislocated workers to support themselves during any needed retraining.

Many substate areas help dislocated workers **develop budgets**. Often, the budgeting process has participants identify their fixed expenses (e.g., rent, insurance, car payments), their essential variable expenses (e.g., food, medicine), and nonessential expenses (e.g., entertainment, travel), and review their records to determine the amount spent on fixed and variable expenses in the past. They also identify sources of income and liquid assets that can be used as support. Most programs provide advice on how to reduce expenses, such as avoiding the use of credit cards, cutting costs in every category, avoiding unnecessary expenses (e.g., cable television).

Another topic frequently covered is **ways to work with creditors**. Dislocated workers are usually advised to "take the offensive" by contacting all of their creditors to inform them about the layoff and ask for assistance in lowering their monthly payments until they find work (e.g., paying only the monthly interest charges on their outstanding balance). By negotiating such an agreement, dislocated workers can reduce their payments while maintaining good credit records. They are also often advised to send a letter to the credit bureau explaining their circumstance, as permitted by federal law.

Some substate areas also provide counseling about **maintaining or replacing the employee benefits**. Topics include:

- Managing severance pay.
- Maintaining health insurance through the 1986 Combined Omnibus Budget Reconciliation Act (COBRA) coverage, which allows those laid off from companies employing 20 or more workers to purchase group health insurance coverage for up to 18 months after the layoff.
- Pension benefits, particularly as they pertain to specific layoffs, and rules covering IRA plans.
- Assistance available from unions for specific layoffs.

Finally, many substate areas help dislocated workers identify **whether they are eligible for other income assistance programs**, such as UI, TRA benefits, food stamps, or Pell grants, as described in Chapter 4.

Examples of Providing Financial Counseling

Example #1—Workshop on Financial Management. This substate area provides a 3-hour workshop on financial management once a week, taught by a community college counselor familiar with both financial management and counseling. The class focuses on developing a budget and ways to reduce expenses to cope with a reduced income. For example, handouts present comparisons of prices of brand name versus store name products and "hot tips" for trimming expenses, such as keeping track of every purchase and cutting at least some costs in every spending category. Participants are also advised to contact their creditors and are given a form letter they can use to explain their circumstances and suggest lowered payments. The course emphasizes life styles, values, and attitudes toward money that can affect participants' ability to stay within their budgets. **The Working Connection, Fort Worth, TX.**

Example #2—A Comprehensive Manual on Financial Management. The Basic Readjustment Services Workshop provided by this substate area uses as a text *When the Paycheck Stops,* a survival guide to unemployment prepared by the AFL-CIO. Chapters of the guide focus on:

- Advice on dealing with creditors, contacting credit bureaus, responding to legal action, and filing for personal bankruptcy.
- Action plans for homeowners and renters, as well as housing alternatives.
- Advice on reducing food expenditures and finding alternative food sources.
- Tips on handling utility bills.
- Advice on maintaining health and other insurance.
- Guides to potential sources of subsidized medical care when health insurance coverage lapses. **Montana Balance of State, Helena, MT.**

Example #3—Financial Assistance from Consumer Credit Counseling Services. Many substate areas refer workers to the local chapter of Consumer Credit Counseling Services for individualized financial counseling. These nonprofit organizations, located in more than 550 areas, are funded by business, government, and civic sources. They provide individualized advice on credit and other financial problems for free or at low cost. Counselors can help individuals develop a budget and may negotiate with creditors on behalf of clients. A directory of local offices can be obtained by calling (800) 388-2227.

C. STRATEGIES FOR IMPROVING JOB READINESS

Because dislocated workers often have substantial work experience, many substate areas have assumed that they do not need training in job readiness or world-of-work skills. However, other substate areas have found these services very valuable for some types of dislocated workers. For example, dislocated workers laid off from highly structured jobs, such as assembly line production, may not have developed some of the skills required by other industries, such as working in teams or participating in decentralized decision-making. By learning how to better communicate with co-workers, resolve work conflicts, and increase personal effectiveness, participants improve their chances for success in future employment. Further, training in organizational and communication skills can help dislocated workers in their job search efforts.

Many job readiness courses include instruction in **communication skills.** Typically such courses teach methods of verbal and nonverbal communication and listening skills. For example, instructors sometimes quiz participants on their understanding of a message and offer techniques for improving understanding.

Communication can become more difficult in the case of conflict, so some substate areas add **conflict resolution** to their job readiness training. Workers in such classes learn to recognize the various styles individuals use to handle conflicts and participate in exercises to help them recognize their own styles. Tips on resolving disagreements may be offered, such as explaining one's own feelings rather than criticizing another person's feelings. Some substate areas also instruct participants in negotiation skills. Understanding the different types of negotiations, the variety of negotiating strategies, and the advantages of pursuing win-win solutions can help workers no matter where they find employment.

To help participants become more effective in their work, substate areas also provide training in **organizational skills**. Techniques for time management, setting and meeting goals, and setting priorities are important features of this training.

Examples of Job Readiness Training

Example #1—An Extensive Workshop and Individual Counseling. This substate area created a Personal Dynamics workshop after potential employers complained that the dislocated workers they interviewed for jobs seemed bitter and resentful. To combat these attitudes, the substate area hired a consulting firm to create the course and its accompanying materials.

The workshop consists of 40 classroom hours held over 2 weeks. In addition to stress management and financial counseling, the workshop covers several topics designed to increase dislocated workers' work readiness:

- Communication skills, including types of verbal and nonverbal communication, listening skills, and ways to respond (e.g., giving advice, playing devil's advocate, clarifying the speaker's message).
- Organizational skills, including goal setting, time management, and setting priorities under pressure.
- Working in a multicultural enviroment.

The workshop includes extensive group discussions accompanied by videotapes, individual exercises, and short presentations by the instructor. Afterward, each participant receives individual counseling from an instructor and completes an action plan for achieving personal goals (as distinct from occupational goals). The course has been very successful in motivating clients to succeed. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2--Problem-Solving Workshop. This substate area offers a workshop, Communication and Problem Solving with Humor, to teach participants the art of talking, working, and negotiating with a wide variety of people. The goal is to teach cooperation instead of competition, and the workshop provides feedback about using positive negotiating styles.

Arapahoe County Employment and Training, Aurora, CO.

D. STRATEGIES TO PROVIDE RELOCATION ASSISTANCE

1. Promoting Relocation

Substate areas typically give less attention to relocation assistance than to other basic readjustment services, not offering this service at all or making it available only in limited circumstances. The possibility of relocation assistance might be mentioned at a rapid response orientation or in a brochure describing EDWAA services, but in practice case managers did not promote it and program administrators did not set aside funds for this purpose. A large majority of the substate areas visited for this guide did not offer relocation or used it only rarely.

Some programs, however, have made much greater use of this service. Where relocation assistance has been employed effectively, the difference can be seen in the concerted efforts of substate areas to promote it.

Examples of Promoting Relocation

Example #1–Encouraging Dislocated Workers to Consider Relocation. Recognizing the difficult employment situation faced by workers laid off from positions in the declining aerospace industry, this substate area encourages highly skilled participants to consider relocating to areas where their skills are in greater demand. To accomplish this goal, staff discuss relocation assistance as a valuable option in several ways. At rapid response presentations, in orientation workshops, and during service planning sessions with case managers, dislocated workers receive the message that relocation is worth their consideration, even if they ultimately choose to look for work close to home. As a result of these promotional efforts and a generous relocation assistance policy, the substate area has helped many clients relocate to new jobs out of the area. **The Working Connection, Fort Worth, TX.**

Example #2—Relocation Workshop for Families. When a major manufacturer closed its doors in this substate area, it offered many employees the option to relocate to another plant out of the area. Approximately 200 workers accepted the offer, and the substate area supported their decision through a special workshop for all of the families who would be moving. Topics addressed in the workshop included family coping strategies, communication skills, stress reduction techniques, and networking with other families leaving the region. Although the substate area did not actively promote relocation in this instance, it chose to increase the dislocated workers' chances for a successful move. **West Central Wisconsin PIC, Menomonie, WI.**

2. Providing Relocation Assistance

Several substate areas provided physical resources for out-of-area job search to help workers locate appropriate jobs as part of their relocation assistance. These resources typically included major metropolitan newspapers from other regions, long-distance telephone privileges, employer directories, and various listings of jobs in other regions and states. Although out-of-area resources were less extensive than those available for local job searches, they gave relocating participants a place to start.

In some cases, programs provided assistance with either out-of-area job search or moving expenses. The costs of travel for job interviews and moving may require more resources than dislocated workers have available. Recognizing these obstacles to relocation, those substate areas that promote relocation have developed policies to assist dislocated workers with these expenses. Generally, this financial assistance is capped at a relatively low level, such as $500, but one substate area set the limit at the much higher rate of $2,000.

Examples of Providing Relocation Assistance

Example #1—Providing Information about Appropriate Job Openings. Workers dislocated from a major defense firm in this substate area have access to two specialized listings of out-of-area job opportunities. The listings target different groups of workers, but both were developed specifically for this layoff. The first listing targets blue-collar workers, and compiles the results of a one-time survey of 12,000 employers. The survey was conducted by the defense firm, and its results have been made available to the substate area. The second listing targets white-collar workers and includes positions across the nation with annual salaries between $25,000 and $100,000. It was developed by a private firm selected through a competitive bidding process, and is updated every 2 weeks. The listing is computerized, and job seekers can review employment opportunities within a specific region or salary range. **Southeastern Connecticut PIC, New London, CT.**

Example #2—Identifying Target Communities and Using Computerized Database of Employers. This substate area has developed key contacts with other communities that have an excess demand for workers in occupations that are being laid off in this area. In addition, workers interested in relocation are encouraged to use the Placement Problem Solver, a career exploration system that is linked to employers throughout the United States via modem. Substate area staff enter job skills, vocational interests, and geographical preference for a dislocated worker. They then receive a customized listing of employers meeting these criteria. Workers can then call or write to employers on this list to inquire directly about job opportunities. Once a worker receives an offer for an out-of-area job, substate staff provide relocation counseling, including information on the cost of living and other advantages or disadvantages of the new area.

Southwestern New York Partnership, Jamestown, NY.

III. CASE EXAMPLES

A. MEETING BASIC CRISIS ADJUSTMENT AND JOB READINESS NEEDS AND PROVIDING RELOCATION ASSISTANCE: THE WORKING CONNECTION, FORT WORTH, TX

Context

This substate area has experienced many large-scale layoffs from major employers. Many participants are technical workers dislocated from the aerospace industry who are accustomed to high wages and defense production work. These characteristics can make workers hard to reemploy, particularly in the Fort Worth area, which has seen numerous dislocations in recent years.

Crisis Adjustment and Job Readiness Services Available

Crisis adjustment and job readiness services are available at three distinct points in the service process: during rapid response orientations, during stand-alone seminars, and by referral. Rapid response orientations frequently include an hour-long session to help workers adjust emotionally to their imminent layoff. Three-hour stand-alone seminars on stress and financial management allow workers in particular need of these services the opportunity to receive them on-site. Workers who need additional assistance may also receive referrals to Consumer Credit Counseling or other social service agencies.

Relocation Assistance Available

In response to a glut of laid-off technical workers, this substate area promotes relocation, helps workers find out-of-area employment, and helps finance the moves necessary to begin new jobs. Fort Worth promotes relocation throughout the service process, encouraging dislocated workers to consider this option seriously. If workers decide to pursue this option, they can take advantage of a wide range of out-of-area newspapers, job listings, and employer directories, as well as long-distance telephone lines. Once an offer has been received, workers can receive up to $2,000 to cover the expense of relocation.

Summary

Fort Worth's approach to crisis adjustment and job readiness services is simple but effective. Most participants receive crisis adjustment services during rapid response and the workshops on stress and financial management. Although these services do not address some personal issues, such as self-esteem, the approach streamlines the service process and allows participants to begin job search or retraining almost immediately after enrollment.

Relocation assistance makes special sense in Fort Worth because many of its clients have better job prospects out of the area than they do at home. By promoting the relocation option, supporting out-of-area job search, and financing moves, substate areas can add an important dimension to their service packages for those with skills that are not in demand in the local area.

B. CUSTOMIZING CRISIS ADJUSTMENT AND JOB READINESS SERVICES TO MEET SPECIAL NEEDS: CARSON/LOMITA/TORRANCE PIC, TORRANCE, CA

Context

These three cities, with a combined population of 260,000, form one of eight substate areas in the Los Angeles metropolitan region. The area is largely suburban, with incomes above the state average and low poverty rates. The local economy is diversified, but recent downturns in manufacturing have been severe, particularly in the aerospace industry.

Crisis Adjustment and Job Readiness Services

To target its crisis adjustment and job readiness services effectively, this substate area assesses clients specifically for these needs. The consultant who developed the curriculum also developed an assessment instrument consisting of an inventory of characteristics relevant to success in job hunting and retention, such as self-image, communication skills, attitude toward previous job, and attitude toward the prospect of changing jobs. Participants who obtain a score below a specified level are encouraged to participate in the Personal Dynamics workshop.

The Personal Dynamics workshop focuses on the crisis adjustment and job readiness issues faced by dislocated workers. Stress management assistance includes discussions of the indicators of stress and the development of action plans to improve areas of participants' lives that increase stress. Training is provided in communication skills, organizational skills, working in a multicultural environment, and job retention strategies. Following the group workshop, the instructor meets with each participant individually to develop a plan for achieving personal goals.

This substate area does not provide relocation assistance.

Summary

This substate area's crisis adjustment and job readiness services were developed to meet the particular needs of the substate area's dislocated workers. It includes services to address both the immediate crisis needs and training in workplace skills needed for workers to compete for jobs in growth industries in the community.

IV. RESOURCES

The following are resources used by the substate areas studied for this guide. They are examples of the types of resources available; no endorsement is intended or implied.

Surviving the Layoff, Dahlstrom & Company, Inc., 155 Wilson, Holliston, MA, 1991, (800) 222-0009.

When the Paycheck Stops, #P-205-0192-10, AFL-CIO, 815 16th Street, NW, Washington, DC, (202) 637-5189.

Placement Problem Solver, Cap Co., East 5805 Sharp, Suite 103, Spokane, WA, (800) 541-5006.

RETRAINING SERVICES

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7. CLASSROOM TRAINING IN BASIC SKILLS

I. CHALLENGES

- **Providing high-quality basic skills training to meet the varied needs of dislocated workers.**

Substate areas need to assist dislocated workers whose basic skills deficiencies constitute barriers to reemployment or limit their access to occupational training for better jobs. Individuals who, by circumstances, are dislocated workers are by no means homogeneous; they can have greatly varied education and basic skill needs. Examples of the types of dislocated workers who may need basic skills remediation include:

- Participants with post-high-school education who frequently need to brushup their math or English and writing skills before they attend vocational training or take certifying examinations for new occupations.
- Workers with high school diplomas, particularly those who may have been out of school for many years, who often require extensive review of math and English so that they can compete for new jobs or successfully complete vocational courses.
- Participants without high school diplomas who may need to obtain GEDs so they can pursue reemployment in higher-wage occupations or enter retraining.
- In some regions and industries, many dislocated workers may not be proficient in English and may need extensive training in English as a second language (ESL) before they can hope to earn adequate wages.

Arranging for basic skills training to meet such diverse needs is a difficult task. Furthermore, when substate areas decide how to deliver basic skills training, they often face tradeoffs between the cost of providing the training and their ability to influence the content and quality of instruction. The challenge, therefore, is to control the cost of basic skills training while delivering high-quality training to meet the diverse needs of dislocated workers.

- **Promoting basic skills curricula that are appropriate for dislocated workers.**

Dislocated workers often differ markedly from the traditional students for whom many basic skills courses were developed. First, dislocated workers often have substantial work experience and immediate job goals. Training with vocationally relevant—rather than traditional academic—content can help dislocated workers place abstract concepts, operations, formulas, and exercises into a more cohesive, real-world context. Vocationally relevant training is likely to increase the effectiveness of basic skills training by helping dislocated workers see how they can use their basic skills on the job.

Second, dislocated workers need to improve their basic skills as quickly as possible so that they can enter occupational skills training or reenter the job market. Substate areas can assist them by offering courses that are open-entry and open-exit, have flexible training hours, and have sufficient intensity to maximize learning gains.

Finally, dislocated workers may be intimidated by going back to school for basic skills remediation, particularly those who were unsuccessful in high school. Basic skills curricula, therefore, must be sensitive to the academic anxieties of adult learners.

II. STRATEGIES

A. STRATEGIES TO MEET THE VARIED NEEDS OF DISLOCATED WORKERS WITH HIGH-QUALITY, COST-EFFECTIVE SERVICES

Substate areas face two main options for providing basic skills training to dislocated workers, which they can use separately or in combination: they can refer participants to existing programs in the community, or they can develop new remediation programs in-house.

1. Referring Participants to Existing Basic Skills Training Providers

Referring participants to existing basic skills trainers offers substate areas two distinct **advantages**. First, it allows substate areas to offer a **wide range of training options** to meet individual needs. Of the numerous training providers that may be available in a substate area—community colleges, vocational technical schools, volunteer literacy programs, Adult Basic Education (ABE) programs, ESL programs, and proprietary schools—each organization may have a very different approach to remediation, some of which may be more appropriate for some dislocated workers than others. Thus, using a wide network of providers allows substate areas to meet individual needs by building on providers' strengths in serving specific client groups.

The other key advantage of using referrals to existing providers is that **it reduces program costs**. Substate areas do not have to expend funds to start up their own basic skills centers or pay for additional instructors. Many basic skills providers also offer training free of charge or at low cost, which reduces expenditures on participants during this phase of their participation in EDWAA.

There are, however, some **disadvantages** to using existing basic skills providers that must be addressed. The most obvious, which often undermines the efforts of rural substate areas, is that **local resources for basic skills training may be limited**. For example, one rural substate area recently experienced a large number of layoffs at one time. Many of the dislocated workers did not have high school diplomas or GEDs, which were required to enroll in the local community college. While demand for basic skills and GED instruction among dislocated workers was growing, a new JOBS program was getting under way that emphasized GED and basic skills instruction. The combination of layoffs and the new JOBS program inundated the already overburdened basic skills providers, resulting in long delays before dislocated workers could begin their needed services.

Another potential disadvantage of referring participants is that these **programs may not be geared to the specific needs of dislocated workers**. For example, the intensity of instruction may be too low, with infrequent classes over long durations. Substate areas also have little control over or input into issues about staff quality.

To address these potential disadvantages to using existing basic skills providers, substate areas have identified two important principles for arranging for high-quality basic skills instruction. First, **it is important to know the training approaches used by each basic skill provider**, including each provider's:

- **Training capacity**, including the number of students each provider can serve, the student-to-instructor ratio, and whether there is a waiting list for training.
- **Staff expertise**, including teaching credentials the provider requires of instructors and whether instructors are experienced in serving adult learners with circumstances similar to those of EDWAA participants.
- **Scheduling**, including when classes meet and whether they are flexible and intense enough to promote efficient skill gain.
- **Curricula and materials**, including whether they are adult-oriented and job-relevant and whether teaching is group- or self-paced.

- **Student characteristics**, including whether they are similar to or different from EDWAA participants.
- **Overall track record**, including the proportion of participants that complete their training objectives and the responsiveness of the provider to the needs and concerns of the substate area.

Second, knowing the approach of each basic skills provider allows substate areas to **match participants** to programs whose approaches, experience, and track records indicate they successfully train participants with similar backgrounds and needs.

Third, it is important that dislocated workers are **enrolled in EDWAA while receiving remedial training**. Without substate monitoring of their progress, many dislocated workers may "fall through the cracks" and not complete basic skills instruction or not return for additional services through EDWAA (e.g., basic readjustment services or occupational training).

Examples of Using Providers to Deliver Basic Skills Training

Example #1—Referring a Highly Diverse Population to Providers. This substate area provides basic skills instruction to a wide variety of participants, including skilled computer electronics workers and barely literate cannery workers. It uses a variety of basic skills training providers through individual referrals and the development of special contracts for services.

Participants who enroll in classroom occupational skills training are likely to receive math and English refreshers through the vocational school. Dislocated workers with more extensive basic skills needs may be referred to a local community college, which has a broad range of options, including GED preparation and many levels of ESL. EDWAA participants who are motivated and can complete their basic skills objectives in a short time may be referred to local ABE programs. This substate area also can draw on proprietary schools to deliver tailored basic skills and ESL classes to dislocated workers.

NOVA's approach moderates the cost of providing basic skills instruction by carefully matching participants to providers that can meet their needs. For example, the ABE system is free of charge or available at low cost; the cost of remediating the skills of vocational students is often included in their tuition; and the more expensive proprietary courses are reserved for those with highly specialized needs. **NOVA, Sunnyvale, CA.**

Example #2—Referring Participants with Similar Needs to Appropriate Providers. Matching the strengths of different basic skills providers to address the specific needs of dislocated workers is the approach of this substate area, which serves dislocated workers in need of different types of English language instruction. Case managers, therefore, conduct extensive interviews with dislocated workers and language providers to determine the best match.

Dislocated workers who need a job but who have little facility with English are typically referred to proprietary language schools that offer intensive instruction, which is often vocationally oriented. EDWAA staff believe that this is the best way to have an impact over a short period, which allows participants to begin their job search as soon as possible. Dislocated workers who have enough English to begin occupational skills training are referred to occupational training providers that also provide ESL instruction. Those who are self-motivated and need very specific English skills, such as writing and communicating on the job, may attend an ABE program. Participants who need more specific job-related English, including vocabulary building and "accent reduction," or English for professionals are typically referred to proprietary providers who teach English in a business environment.

Because so many dislocated workers must improve their English skills before they can find jobs with above-average wages, the substate area has identified ESL training as a key factor to successful placement. Staff are willing to expend considerable program funds to help these participants become proficient in English. The substate area moderates the cost of basic skills, however, by carefully matching participants to a variety of basic skills programs, of which some are free and others more expensive. **Upper Rio Grande PIC, El Paso, TX.**

Example #3—Coordinating with Existing Providers to Expand ABE Options. Three of the nine counties covered by this rural substate area did not have any basic skills providers. To remedy this gap in services, the substate area developed a special nonfinancial agreement with neighboring counties' ABE programs to provide instructional staff in the counties without programs.

The substate area set aside facilities at its offices for basic skills instruction and purchased computer hardware and software and other instructional materials, most of which were the same materials used at the other ABE programs at the vocational technical schools. In return for the ABE instructor's time and materials, the basic skills facilities were available to anyone in the county who needed instruction—not just EDWAA or Title II-A participants.

This arrangement has advantages for both the substate area and the ABE program. JTPA participants in all of the substate area's county offices can receive individualized, open-entry/open-exit basic skills training. Costs are minimized by using materials already available through ABE programs and by using facilities already available at the county PIC offices. The ABE programs also benefit because they can now serve students in additional counties without much additional cost to themselves. **West Central Wisconsin PIC, Menomonie, WI.**

2. Providing Basic Skills Training Using In-House Skills Centers

The second strategy is to provide basic skills training through in-house programs. This approach has two **advantages**. Foremost, it gives EDWAA programs **maximum control** over nearly all aspects of basic skills instruction, including selecting instructional staff, curricula, and materials. Second, it is easier to set up case management procedures to **monitor participant progress** and to provide EDWAA services at the same time.

With maximum control, however, comes **maximum responsibility**. Substate areas must bear the **cost of developing and maintaining** in-house training facilities. Many programs may be able to afford basic skills training that meets the needs of some participants, but maintaining the expertise and materials to address a wider variety of needs can be difficult. For this reason, remediation centers must often be funded through multiple sources (e.g., through both Title II-A and EDWAA funds).

Although the cost of developing an in-house program is significant, in the long run bringing basic skills instruction in-house may actually reduce training expenditures. In one substate area, for example, the local vocational schools set high entry standards for basic skills; those who did not meet the standards were required to complete at least one semester of remedial instruction before beginning their occupational programs, resulting in additional tuition. Using their in-house remediation center, substate area staff found that most participants could achieve their basic skills objectives quickly and begin their occupational courses right away. This saved participants precious training time and conserved the substate area's funding.

In addition to acquiring funding to develop and maintain these in-house centers, substate areas will have to address other responsibilities to meet the various basic skill needs of dislocated workers:

- **Expert instructional staff**. Programs should provide instructors qualified to teach adult education who are experienced in teaching dislocated workers and using work-based materials. The number of instructors should be sufficient to allow individualized training and provide individual attention.
- **Appropriate basic skills curricula.** Program staff need to select adult-oriented basic skills curricula that use job-relevant materials and exercises. A variety of materials must be available to address the multifaceted needs of dislocated workers, such as GED preparation,

vocational ESL, and math, reading, and writing review materials geared for workers rather than high school students.

- **Center operations and management.** The facility should operate on a schedule that is convenient for dislocated workers. Managing students' participation should involve coordination between the staff of the remediation center and the EDWAA program to help dislocated workers achieve their basic skills and occupational goals.

Failing to address one of these key responsibilities threatens an otherwise strong training design. For example, one substate area developed strong training curricula but did not hire enough instructors at the skills center to help all of the participants when they ran into difficulties. Some instructors were also not trained to handle typical basic skills problems of adult learners. As a result of these shortcomings, participants were often frustrated by their slow progress.

a. In-House Basic Skills Remediation Integrated with Title II-A

One way that many EDWAA programs provide in-house basic skills training is by using facilities that are also available for participants in Title II-A. EDWAA programs that jointly operate remediation centers with Title II-A **lower instructional costs** by distributing the centers' operating expenses across programs.

Potential **disadvantages** to integrating basic skills services are that (a) the training may be **geared more to the needs of Title II-A participants**, and (b) there may be **less peer support** than in a center dedicated to dislocated workers.

Example of Integrated EDWAA and Title II-A Skills Center

Integrated Center Offering Individualized Services. This substate area operates an in-house remediation facility that successfully provides basic skills instruction to both EDWAA and Title II-A participants. The Learning Center is collocated with the substate area's EDWAA program and offers a wide selection of curricula and materials to address a variety of basic skills needs, including GED preparation, literacy training, ESL and vocational ESL, computer literacy. The facility includes computer stations for computer-based learning, a large area for independent study, and several small classrooms and meeting rooms for small-group instruction. Instruction is provided by six experienced adult education instructors through a subcontract with a local vocational-technical college.

The Learning Center develops a tailored curriculum for each participant, which allows instructors to serve the diverse needs of students. Participants have weekly conferences with their primary instructor, and enough teachers are available to provide one-on-one assistance whenever necessary. Instructors share information about a participant's attendance and progress with the participant's case manager, who tracks participant progress and makes adjustments to the service plan to accommodate any additional services needed to achieve the basic skills objectives.

The Learning Center exhibits the key advantages of linking basic skills instruction with Title II-A. First, the training costs are distributed between EDWAA and Title II-A participants: the Learning Center was originally developed using EDWAA funds but is maintained with 8% funds available through Title II-A. Second, a wide range of curricula are available that address a variety of basic skills deficiencies. Qualified instructors with experience teaching adults are available to meet the individual needs of all the participants. Finally, although participants come to the center with extremely different backgrounds and needs, instructors tailor teaching plans to each participant's needs. **Seattle-King County PIC, Seattle, WA.**

b. In-House Basic Skills Remediation Developed Specifically for Dislocated Workers

Building a separate basic skills program specifically for dislocated workers gives EDWAA programs **more control** over the operation of the skills center. As a result, instructional staff and curricula can **address the specific skill deficits of dislocated workers**, using examples from their work experience to make exercises more real. Further, EDWAA participants are less likely to be intimidated by the training environment because they are **working among their peers**.

By not operating the program jointly with Title II-A, however, substate areas **expend more EDWAA resources** on such facilities. Nevertheless, some substate areas have reduced the cost of developing these remediation centers by obtaining contributions from employers or unions involved in layoffs.

Examples of In-House Skills Centers Developed Specifically for Dislocated Workers

Example #1—In-House Skills Center for EDWAA Participants. This substate area became frustrated by the lackluster performance of dislocated workers who enrolled in occupational skills training; many failed because they lacked the requisite skills in math and English or were simply afraid of school. To address the problem, the substate area established a skills center for dislocated workers using materials from a literacy program that was originally developed through a Carl Perkins Grant.

The basic skills remediation capabilities at this substate area are broad, addressing basic skills in English and math from the 5th-grade level through GED training and including brushing up of skills required for specific jobs. The basic skills instructors at each service site are certified and experienced teachers. They can develop more advanced coursework, such as college-level sciences, for those who need additional knowledge before taking a university class. Each participant's basic skills program is individually developed, and each student receives a tailored lesson plan. Participants meet two to three times a week with their instructors, who keep detailed accounts of each participant's progress.

The instructors spend a substantial amount of time working intensively with participants. Nevertheless, the substate area has found ways of minimizing program costs, for example, by using materials that were developed through a previous grant. **Montana Balance of State, Helena, MT.**

Example #2—Plant-Specific Basic Skills Center. The workers laid off by a large manufacturing plant included a substantial number of senior employees, ranging in age between 45 and 60 years. Nearly all workers needed extensive math and English refresher training. Working with the company and the union, EDWAA staff developed a "one-stop shop," which included a basic skills remediation center staffed by a full-time ABE instructor from the local vocational-technical school. Computers were available to participants, as well as a wide variety of math and English materials, most of which came from the ABE program at the vocational-technical school. Workers could learn keyboarding skills, brush up on basic skills, obtain their GED, or prepare for entrance examinations used at the vocational-technical school and the nearby state university extension.

Funding for the center came from a variety of sources. The company donated the facility spaces and utilities. The center manager was a local union representative. The substate area began providing services using its allocated funds, and additional discretionary funding was obtained from state 40% and National Reserve funds. **West Central Wisconsin PIC, Menomonie, WI.**

B. STRATEGIES TO PROVIDE BASIC SKILLS TRAINING APPROPRIATE TO THE NEEDS OF DISLOCATED WORKERS

Whether basic skills training is delivered through the substate area's own in-house program or through referrals to local providers, substate areas face the important challenge of ensuring that the training curricula—instructional topics and materials, course organization, and training environment—are appropriate for dislocated workers.

Basic skills curricula that meet dislocated workers' diverse needs include:

- **Vocationally relevant instructional materials.** Course work should be designed for adults and use students' work and life experience to stimulate learning in a job-relevant context.
- **Efficient training schedules.** Courses should be organized and scheduled to allow participants to complete their training in the shortest time possible. This includes:

  - Flexible class schedules and extended hours.
  - Open-entry/open-exit courses.
  - Individually paced learning.
  - Adequate intensity of instruction.
- **A nonthreatening environment.** Classes and other facilities should be suitable for participants who may be intimidated by the traditional classroom setting.

1. Vocationally Relevant Instructional Materials

Traditional instruction imparts abstract knowledge rather than teaching skills embedded in a real-life context. But educators are growing more convinced that learning is most effective when it places skills in context. The Secretary's Commission on Achieving Necessary Skills (SCANS) stated that real know-how *"cannot be taught in isolation; students need practice in the application of these skills."*

One way to make basic skills job-relevant is to **integrate basic skills and occupational skills training** in a single curriculum. Integrating basic skills with vocational courses means that remedial work is closely linked to occupational topics; as a result, students know exactly why it is important to learn the basic skills and how the skills can be applied on the job.

Alternatively, **stand-alone courses** in basic skills can provide the fundamental math, reading, and writing skills that participants can apply to a wide range of vocational interests. Stand-alone courses, however, must work harder to provide basic skills using job-relevant exercises and instructional materials.

Substate areas need to assess the extent to which basic skills courses provide functional, vocationally relevant training. One way of assessing the job relevance of a course is to **review the overall curriculum**, including the textbooks, topics, competencies, and exercises. A job-relevant curriculum will challenge students to apply their understanding. For example, rather than ask students to label components of sentences as nouns or verbs, the following practical exercises place the skills in context:

- Write a short memo to the public utilities department informing them that they have overcharged you. Use active sentences.
- Write 12 action statements for your resume. Use specific nouns and active verbs.

Obtaining participant feedback is one of the simplest ways to determine whether the material is occupationally relevant. When instructors at one program asked participants about their ESL training, they complained that the first- and second-grade readers were geared for children between 5 and 7 years old. As a result, instructors began searching for new materials that addressed the vocational interests of adult ESL students.

Examples of Basic Skills Courses Using Job-Relevant Curricula

Example #1—Basic Skills Integrated with Vocational Courses. This substate area provides basic skills programs integrated with vocational training in three ways:

- The substate area contracts with a union organization to provide workplace-oriented ESL and literacy classes. Dislocated workers may enroll in these classes concurrently with other training.
- A contract with a local college emphasizes basic skills training geared to participants' vocational interests. For example, rather than receiving instruction in general math, a participant who wants to be a machinist receives remedial math instruction tailored for machinists. Remediation is usually provided before participants begin vocational courses.
- Several other courses integrate basic skills and ESL training in the occupational training curricula. For example, one provider that offers training in auto mechanics includes math and language training in its vocational curriculum, which is appropriate even for monolingual Spanish-speaking students. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Stand-Alone Basic Skills Curricula Incorporating Job-Relevant Material. To address the diverse needs of its students, the Learning Center uses a wide variety of basic skills courses, texts, and materials, including preparatory materials for the GED and more practical materials for adult learners. A sampling of programs includes:

- Survival Math. This curriculum is ordered to meet functional rather than academic objectives. For example, subtraction and division are combined so that students may learn pricing, such as how to evaluate the cost of similar products.
- Math for Everyday Living. Math skills are applied to actual job and adult-living situations. Topics include "Saving on Transportation," "Working with Sales Tax," "Earning with Overtime," "Earning with Piecework or Commission," "Finding the Net Pay," and "Part-Time Jobs."
- Writing for Everyday Living. The materials cover such functional skills as writing personal and business letters, organizing lists and outlines, obtaining a driver's license, and managing money.
- Reading for Everyday Living. The focus of this course is on applied reading and covers topics essential for adults. Skills include following directions on labels, working with help-wanted ads and job applications, managing personal finances, and reading for travel (schedules and maps).

Seattle-King County PIC, Seattle, WA.

2. Efficient Training Schedules

"We've found that most of the publicly available basic skills training simply takes too long, and college courses may add several semesters of remedial work before participants can attend vocational courses. That adds up to a lot of time and a lot of dollars for someone who wants to get back to work as soon as possible."

As the planner quoted above points out, time is money—for both programs and participants. Attaining basic skill proficiency is rarely a dislocated worker's sole goal; rather, it is a means to obtaining a job. Remedial curricula, therefore, should promote accelerated learning.

To allow dislocated workers to remediate their basic skills quickly, basic skills programs should offer (1) **open-entry/open-exit scheduling** so that participants do not lose valuable time waiting for semester enrollment to begin their remediation, (2) **flexible scheduling** so that dislocated workers can fit remediation into their training schedule, and (3) **individually paced learning**, which allows students who are better prepared or who learn faster the chance to complete their coursework quickly.

The **intensity of instruction** is also crucial. Basic skills programs that meet infrequently for only a few hours a week unnecessarily slow down students' progress. For example, ABE programs in some areas meet only once or twice a week for only 2 to 3 hours. Such a schedule may be appropriate for the better-prepared and motivated participants who are close to achieving their training objectives, but for those who need extensive remedial training, their learning could be substantially prolonged.

Examples of Efficient Training Schedules

Example #1— Learning Center with Extended Hours. The Learning Center, which is operated jointly by the substate area and the local community college, provides tailored learning that is open-entry/open-exit. The center offers extended hours (9 a.m. to 9 p.m.), and students may sign up for one of three sessions—morning, afternoon, or evening—to ensure they will receive adequate help from instructors. **The Pentad PIC, Wenatchee, WA.**

Example #2—An Open-Entry/Open-Exit Program with Both Group and Individual Instruction. The community college serves a wide range of clients from many employment and training programs and recognizes that individual levels of motivation and maturity vary. As a result, it provides two different teaching approaches for all basic skills courses. First, a traditional, group-paced approach is used for students who work best in this environment. As one instructor pointed out, *"Lots of people benefit from learning at a group pace, and many returning students flounder when placed* *in an unstructured learning environment.*" The second approach, used by many dislocated workers, incorporates tailored instruction and open-entry/open-exit access. This individualized option allows adult learners with more motivation to spend only as much time as they need to achieve their basic skills objectives. **SDA #14, Galesburg, IL.**

Example #3—Providing ESL Programs of Sufficient Intensity. This substate area uses proprietary language schools for participants with very low English proficiency. Participants typically attend for 40 hours a week over a period of 1 to 3 months. The continuity and intensity of the training produce rapid learning gains, which participants may use as a stepping stone to refine their language skills through additional training. **Upper Rio Grande PIC, El Paso, TX.**

3. Nonthreatening Training Environment

Many dislocated workers have been out of school for many years; some may have been intimidated by their previous school experiences and never planned to return to school; others may have dropped out of school altogether. Further, many older dislocated workers may be fearful of the prospect of failing in front of younger students in class. Adding to their anxieties is the blow to their self-confidence from being laid off. Substate areas must allay these fears by **developing a nonthreatening environment for learning**.

Some substate areas may be able to contract with schools that have effectively addressed the needs of older workers. Two successful approaches that other substate areas have used are (a) providing basic skills remediation to dislocated workers in a **group setting**, and (b) providing **special support** within a school, such as a counselor or contact person to assist and support participants.

Examples of Providing Nonthreatening Environments

Example #1—Using Special Staff to Assist Dislocated Workers. Much of the basic skills instruction needed by dislocated workers in this substate area is provided through the community college. The substate area funds an on-site assistance center to guide the "nontraditional" student through the maze of instructional training options, including basic skill remediation. This center specializes in retraining workers who are changing careers and serves as the link between the community college and EDWAA staff. The center provides paid tutors to help dislocated workers who are having trouble in their coursework. The staff advocate on behalf of the students enrolled through their office and provide school orientation, study skills seminars, regular counseling, and monitoring of progress in coursework. By contracting with this center, the substate area has ensured that dislocated workers will receive extensive guidance and counseling by professionals who are experienced working with adults in similar situations. **NOVA, Sunnyvale, CA.**

Example #2—Providing Separate Classes for Dislocated Workers. The primary concern among the staff serving a large layoff was that the older workers, most of whom had been out of high school for 20 to 30 years, were avoiding school simply because they were afraid of failure—they didn't think they could compete with the younger students fresh out of high school. Substate staff, union members, and a liaison from the vocational-technical school worked together to develop a sequence of math, English, and writing courses that could be integrated with other occupational skills courses. Instead of being thrust into classes with younger, better-prepared students, dislocated workers attended their own classes, which provided several advantages. First, it abolished their fear of ridicule from younger students and "outsiders." Second, the group developed a sense of camaraderie that encouraged successful peer teaching. Finally, the positive experience convinced all of those who attended the classes that they could succeed.

Many participants entering the course had never intended to continue their vocational program after the introductory classes, but by the end of the classes nearly all expected to proceed with their vocational training. **West Central Wisconsin PIC, Menomonie, WI.**

III. CASE EXAMPLES

A. INTEGRATING BASIC SKILLS REMEDIATION WITH VOCATIONAL CLASSES: WEST CENTRAL WISCONSIN PIC, MENOMONIE, WI

Context

The manufacturing economy of this largely rural, nine-county substate area has slowly dwindled. One of the biggest blows to the region was the closing of a large manufacturing plant that provided the highest pay and the most benefits of any company in the area. More than 1,300 plant workers were affected; with an average tenure approaching 15 years, most were well into their 40s, and many had not taken a class in over 20 years.

General Approach

With manufacturing jobs in decline and few growth industries offering comparable salaries, the substate area determined that the only way these workers could regain their standard of living was through vocational training for technical jobs in demand. Participants were referred to the vocational-technical school for classes because the school offered both vocational and remedial courses. In addition, the employee assistance center set up at the company also offered basic skills instruction.

Two problems with the general approach surfaced after the first wave of participants were well into their vocational training. First, many participants were overwhelmed by the classes and did not feel properly prepared for the amount of work they were expected to do. Many returned to the skills center at the plant after school to receive help from the center's instructor. Second, many participants were not enrolling in vocational skill training, even though they indicated that they wanted to train in new occupations. Staff felt that an important cause of these problems was the participants' fear of failing.

Delivery Arrangements

To address these problems, the substate area purchased five additional vocational classes each semester, which only EDWAA participants attended. A liaison from the college worked with substate area staff to construct the special program and recruited instructors who had experience working with older students and who had reputations for being flexible and sensitive to students' needs. Once the additional courses were established, the liaison assisted dislocated workers with enrollment; provided orientations to school facilities, rules and regulations, and student life; and even purchased their books for them. The liaison continued to serve as a link between the school, the employee assistance center, and the EDWAA program.

Basic Skills Training Program for Dislocated Workers

A tailored sequence of courses were designed to (a) update the workers production skills along with math and communications skills, and (b) ease their fear of going back to school. Courses included:

- Vocational-technical mathematics, which emphasized the application of math to solve problems in power, communications, and quality assessment.
- Report writing, which emphasized occupational English.
- Computer applications, which introduced participants to computers and common software for word processing and spreadsheets.

In addition to these courses, both the college's remediation center and the employee assistance center provided remediation to those who needed additional help. After finishing the semester, participants received a certificate of completion. All of the credits were transferable, and participants could continue with their vocational training.

Summary

The strength of this program is that it addressed the basic skills needs of adults who were intimidated by school. In helping participants overcome their fears, the program also prepared them for further vocational training. In addition, the courses made use of job-relevant materials and exercises in math and English. One indication of success is that most who went through this program decided to continue their training.

One disadvantage of this approach, however, is that the courses were available only through the vocational school. As a result, the classes followed a fixed semester schedule and were group paced. Nevertheless, because only participants for the specific layoff attended the classes, they helped each other through the courses and developed an effective camaraderie.

B. USING A JOINT REMEDIAL SKILL CENTER TO SUCCESSFULLY SERVE DISLOCATED WORKERS: SEATTLE-KING COUNTY PIC, SEATTLE, WA

Context

This metropolitan substate area encompasses all of King County, which includes Seattle, Bellevue, and a number of smaller towns and rural areas. The diversity of Seattle's dislocated workers reflects its cultural and industrial diversity: workers from shipyards tend to have low education and skills, those from food processing have low English proficiency, and retail workers with high school diplomas have forgotten their math and writing skills.

General Approach

The substate area staff developed their own remediation facility to address the varied needs of their participants. They developed a tailored, open-entry/open-exit program with a wide range of curricula and training materials. Participants can also receive basic skills instruction from other providers, such as vocational schools.

Delivery Arrangements

The Learning Center is currently operated by the local vocational-technical institute under subcontract through a JTPA 8% Education Coordination grant. The institute staff provide instruction and manage the center for both Title II-A and EDWAA participants. A substate area staff member is assigned to coordinate client activities with the Learning Center. EDWAA counselors assign participants to the center and may follow up on their progress with center instructors.

Range of Training

The Learning Center has the capacity to address a wide variety of basic skill needs, including:

- Math and reading skill refreshers presented in a job-relevant context.
- Academic preparation leading to a GED.
- ESL instruction for a wide variety of levels, including pre-GED and advanced levels using work-related subjects.
- Tailored materials for both groups and individuals that emphasize work-related applications.

At least three instructors are available in the facility at all times, who provide one-on-one assistance, intermediate assessments of participants' progress, and often construct tailored exercises to address specific problems. Although students work largely on their own, instructors use small-group instruction when they feel that several participants may benefit. For example, if a group of students at the same ESL level need remedial math, they may receive group instruction on measurement. They would work together as a class for these short sessions, but then return to their individual work.

Summary

The Learning Center can address a wide variety of skill deficits. Because the program is open-entry/open-exit and tailored to each individual's needs, dislocated workers can progress as quickly as possible through their basic skills remediation and then move on to their other training and job goals.

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8. CLASSROOM TRAINING IN OCCUPATIONAL SKILLS

I. CHALLENGES

- **Providing a wide range of occupational training options.**

The types of dislocated workers who need retraining and the types of retraining they require vary widely from layoff to layoff. At one extreme, workers with high levels of formal education and substantial occupational skills require retraining that builds on their previous work experience to prepare them for new jobs in demand in the current labor market. For some participants, these new jobs may be in occupations related to their previous employment, for others, major career shifts may be required. At the other extreme, dislocated workers with limited formal education and few transferable job skills may require substantial retraining before they can find new jobs, particularly if their previous job tenure was long or their previous wage was substantially above the minimum wage. Substate areas, therefore, need to develop a wide range of retraining options that address the diverse vocational interests, occupational and basic skills, and wage requirements of the dislocated workers in their area.

- **Providing training that prepares dislocated workers for jobs paying high wages.**

Substate areas also need to provide retraining in occupations that offer wages that will replace lost wages to the maximum extent possible. In some substate areas, this is extremely difficult to accomplish because of large changes in the industry and occupational mix (e.g., areas where manufacturing jobs are being lost and growing occupations are primarily in the service sector). Substate areas must have up-to-date information on the skills in demand in their labor markets and use this information to target reemployment occupations appropriate for dislocated workers.

- **Encouraging workers without marketable skills to participate in retraining.**

Dislocated workers with the least formal education and fewest transferable occupational skills are often reluctant to consider classroom training because of previous lack of success in academic settings. However, these participants may have the most to gain from retraining to improve their employability. To respond to this situation, programs need to design services that can overcome the fear of retraining on the part of dislocated workers not comfortable with classroom training.

- **Providing flexible scheduling of retraining options.**

Because they often have substantial financial commitments and limited income support, dislocated workers usually cannot afford to spend more time in retraining than absolutely necessary. Training programs that follow fixed schedules with infrequent start dates, as well as programs that require students to attend classes for an extended period (e.g., 2 years), often fail to meet the needs of dislocated workers who lack the means to support themselves during training.

Although not an easy challenge to meet, substate areas need to devise methods to offer retraining that: (a) begins soon after dislocation occurs, (b) concentrates the retraining curriculum into a relatively short training period, (c) permits dislocated workers to progress at an individual pace that builds on their previous work skills, and (d) permits dislocated workers to combine part-time school and part-time work. (In Chapter 4, we present ways substate areas can help dislocated workers obtain income to support themselves during retraining.)

II. STRATEGIES

After completing individual assessment career exploration and service planning, substate areas need to match participants' interests in retraining with appropriate retraining services. This chapter describes how substate areas have developed retraining service delivery systems to respond to the identified needs and interests of dislocated workers.

A. STRATEGIES TO PROVIDE A WIDE RANGE OF RETRAINING OPTIONS

Substate areas that are also SDAs for Title II-A programs cannot assume that the delivery arrangements for training economically disadvantaged adults will be appropriate for EDWAA participants. Particularly if Title II-A delivery systems use a relatively small number of class-size training programs, these classes are likely to focus on training for entry-level occupations with relatively low wages. Delivering training to dislocated workers requires an approach that is **both more flexible and more individualized**. Delivery systems for training dislocated workers need to be varied enough to respond to the needs of all dislocated workers in the local area and flexible enough to adjust to shifts in the characteristics of dislocated workers over time.

Substate areas use several distinct strategies to provide a wide range of retraining options to dislocated workers:

- Arranging for **individual referral of dislocated workers to existing training programs** offered by designated local training providers.
- **Permitting dislocated workers to select courses** from a wide range of local training institutions.
- **Developing new classes** specifically for dislocated workers.

The mix of these approaches appropriate for a particular substate area will depend on the range of existing vocational programs available from public and private schools, the amount of dislocation in the substate area, the amount of advance warning of large-scale layoffs, the skills of the laid-off workers, and how well existing training programs match the needs of dislocated workers and the reemployment opportunities in the local labor market.

1. Arranging Referrals to Local Educational Institutions

If the local community offers relevant training resources, referring EDWAA participants to **existing classes at public educational institutions is often a cost-effective way** to provide a wide range of training options. Public educational institutions often can provide high-quality training to dislocated workers at modest cost to the EDWAA system because of the taxpayer support provided through the school system. Degree or certificate programs available from existing training institutions may prepare dislocated workers for new occupations that offer high wages and career ladders. In arranging for the referral of dislocated workers to existing vocational programs, substate areas should be concerned about whether the training is:

- For **occupations in demand** in the local labor market.
- **Vocationally relevant**.
- **Comprehensive** enough to enable dislocated workers to obtain jobs beyond the entry level, if possible.

Below are examples of several substate areas that arranged for a wide range of high-quality training from local education and training sources.

Examples of Referrals to Local Educational Institutions

Example #1—Referral to Community College for Longer-Term Training in New Careers. Most of the dislocations in this substate area are from manufacturing jobs that are being relocated to other regions or overseas, leaving dislocated workers little opportunity to transfer their existing vocational skills to new jobs. The substate area has taken advantage of its access to well-developed community college systems and public vocational-technical schools to offer dislocated workers 1- and 2-year training programs in new careers. The training options available in the substate area include certificate and degree courses in telecommunications engineering, aviation maintenance, forestry, graphics, and other occupations appropriate for dislocated workers, in addition to business, health, and clerical occupations. One disadvantage of this arrangement is that dislocated workers complain about having to take the academic prerequisites required by the community college degree programs. **Central Ohio Rural Consortium, Newark, OH.**

Example #2—Referral to Community College for Short- and Longer-Term Training. This substate area has an ongoing cooperative relationship with the local community college, which offers certificate courses in a wide range of occupations attractive to dislocated workers, including child development, computerized accounting, drafting and computer-aided design, and machine tool technology. Course offerings include both short programs for skills enhancement and longer-term training in new careers. **NOVA, Sunnyvale, CA.**

Example #3—Referral to University Extension for a Range of Vocational Courses. This substate area has a good working relationship with a state university extension program that offers vocational courses in business, health, and technical occupations. This educational institution is sensitive to the needs of the business community and includes employers on advisory committees on course design. **New Mexico Balance of State, Santa Fe, NM.**

Other substate areas, however, have encountered some **disadvantages to using existing programs at public educational institutions**, including (a) **rigid semester** schedules and generally **long-term duration** of training programs at public educational institutions (e.g., 1 to 2 years), (b) requirements for general education courses and academic **prerequisites** as part of a degree program, and (c) at some schools, a **reliance on lectures** and pencil-and-paper exercises, rather than hands-on practice of work-related skills. In addition, existing training classes may not be oriented to building on the existing skills of students with related work experience.

To encourage vocationally relevant training, some substate areas relying on individual referral have worked cooperatively with local educational institutions to improve the focus of training on the development of practical work skills.

Example of Increasing Vocational Relevance of Existing Programs

Cooperative Efforts to Increase Vocational Focus of Local Training System. Partly as a result of participating on a workforce development task force sponsored by the PIC, the administrative staff of the local branch of the state technical school is committed to overhauling its training curricula to emphasize competency-based training in the functional skills demanded by local employers. The plan is to develop curricula that rely less on lecture format and are more oriented to practicing skills in a workplace setting.
North Central Indiana PIC, Peru, IN.

2. Permitting Participants to Select Courses

A second strategy for providing a wide range of training options is to permit **EDWAA participants to research and select** among a number of public and private course offerings to address the retraining goals identified in their individual service plans. This approach may provide EDWAA participants a **particularly wide range of training options**, including a variety of different occupational choices, geographic locations, scheduling options, training durations, and course requirements.

Some substate areas using this approach have no formal master contracts or referral agreements with the training institutions they use but review individual participant requests for training before approving the training plan. Other substate areas have developed a master list of approved vendors or have negotiated agreements with the most commonly used training institutions prior to approving individual training requests.

The potential **disadvantages** of this approach include: (a) the difficulty of **overseeing the quality** and job relevance of the training provided in each of the available classes, (b) the need to **depend on participant initiative** in researching and selecting the desired training institution, and (c) the difficulties of providing ongoing case management and support if EDWAA participants are **attending a multitude of different training institutions**. This approach is probably most appropriate for substate areas serving **more highly educated dislocated workers** who are familiar with educational institutions and the demands of training and who are highly motivated and self-directed. It may not work as well for substate areas serving large numbers of lower-skilled workers or individuals who do not have a clear occupational goal.

Examples of Permitting Participants to Select Courses

Example #1—Client Initiation of Specific Training Requests. This substate area refers to its training delivery system as "client-driven." It will fund training at colleges, community agencies, state universities, or other accredited institutions offering transfer credits. However, the PIC has a policy to use public educational institutions unless a proprietary school is the only available source of the desired training. Over the last year, EDWAA participants have attended about 100 different training institutions. To help clients select appropriate institutions, substate area staff refer clients to a toll-free telephone number maintained by the state Department of Education, which provides callers with information about training institutions throughout the state that offer training in a particular field of study.
Southeastern Connecticut PIC, New London, CT.

Example #2—Individual Research on Training Options. After conducting individual pretraining "research," EDWAA participants may request support for retraining lasting up to 2 years from public or private training institutions. As part of this research, clients conduct informational interviews with employers and training institutions in the occupations in which they would like to work to determine whether they need training in a new occupation, skill upgrading/brush-up, or entrepreneurial skills and whether the most appropriate training is provided at a community college, vocational technical school, proprietary school, or university extension program. The program requires participants to give primary consideration to publicly funded schools because they are less expensive than training at proprietary institutions. **Seattle-King County PIC, Seattle, WA.**

Example #3—Client Choice among Approved Vendors. Each county in this SDA has developed statements of understanding with community colleges and public vocational technical schools for referral of EDWAA participants to training, as well as a list of approved courses at each institution. Individual referrals are accompanied by a cost-reimbursement voucher. In the county visited, EDWAA participants may be referred to any of nine publicly funded institutions in three counties. This enables the program to offer training of various lengths, since vocational technical schools offer certificate programs lasting, on average, 5 to 7 months, while community colleges tend to offer 2-year degree programs. **Central Ohio Rural Consortium, Newark, OH.**

3. Developing New Training for Dislocated Workers

A third strategy to broaden classroom training options is to **develop new training programs** for dislocated workers. This strategy is feasible when there is (a) a group of dislocated workers with **similar retraining needs** and interests, (b) sufficient **advance warning** of the dislocation to design and implement a new training program, and (c) a **labor market that can absorb a group of workers** trained in the same occupation.

The development of special classes for dislocated workers offers several potential **advantages**. First, participants in these classes can benefit from **peer support** from other dislocated workers participating in the same training program. Second, special classes can often be scheduled to **meet the timing needs of particular groups of dislocated workers**, be designed to build on dislocated workers' **existing skills** from the layoff occupation, and be tailored to the particular **requirements of prospective employers**. Third, special classes can be designed to **increase the vocational focus** of training by eliminating vocationally irrelevant prerequisites and emphasizing the acquisition of practical work skills.

Several substate areas have initiated new EDWAA-funded training programs designed to expand the range of occupational training available to dislocated workers. Examples of occupations targeted by these new training programs included marine mechanics, tree trimming, asbestos removal, masonry, and radiation control. These occupations were identified as having unmet labor market demand and as being appropriate for specific groups of dislocated workers.

The experiences of the substate areas creating new training programs for dislocated workers have been mixed. Some had difficulty finding good instructors or developing a workable curriculum in a **short period of time** and placing participants at the end of training. In addition, the **costs** of designing the curriculum, developing curriculum materials, and paying for instructors can be substantial, particularly if these costs are not shared with another funding source or agency.

Several substate areas have gained some of the advantages of developing new training programs by working closely with public educational institutions to **add courses particularly appropriate for dislocated workers** to their general course offerings available to all students. In these cases, the substate area benefited from the expertise of the educational institution in developing the curriculum and hiring the instructor, as well as from sharing the course development costs with the school.

Although these classes do not provide the advantage of peer support, these classes tend to be tailored to employers' requirements and have a strong vocational focus.

Examples of Developing New Training for Dislocated Workers

Example #1—Occupational Therapy. One university extension department whose courses are available to dislocated workers served by this substate area started an occupational therapy course, in response to an indication from the field that this was an area of unmet employer demand. This new course has been useful to the EDWAA program for retraining some of its clients. **New Mexico Balance of State, Santa Fe, NM.**

Example #2—Three-Dimensional Drafting and Computer Service Repair. Because of the high level of dislocation among skilled workers from the defense and electronics industries in this area, the community college has implemented additional courses that are highly responsive to the training needs of dislocated workers, including a three-dimensional computerized drafting class and a computer repair technician class. When the waiting list for the regular classes is too long, the college operates special sections reserved for EDWAA participants (with instructors paid directly from EDWAA funds). **NOVA, Sunnyvale, CA.**

Example #3—Three-Dimensional Computer-Assisted Design. Three-dimensional computer-assisted design was identified by local manufacturing employers as being in increasing demand but was not available from any local training institution. The PIC recognized that a training course in this skill would assist laid-off engineers and tool design technicians from aerospace firms in gaining reemployment. Working closely with the community college, the PIC developed a curriculum in this area. The community college now offers this course in its regular course catalog as a semester-long course; for EDWAA participants, the PIC contracts with the community college for a special section of the class, with a full semester's work compressed into a 6-week period by scheduling 18 hours of class meetings per week. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #4—Computer Technician Program. Through participation on a curriculum advisory/review committee at the local community college, this substate area has assisted in the development of a three-semester computer technician program designed to prepare JTPA clients for jobs in computer repair and maintenance. The curriculum includes practical work experience (e.g., troubleshooting problems in the personal computers used in the community college's administrative offices), is available to students with lower academic skills, and has a duration that permits basic skills remediation prior to occupational training within the SDA's time limits for EDWAA training. **Permian Basin Regional Planning Commission, Midland, TX.**

Example #5—Contracting for Competency-Based Training. This substate area has found a number of providers, including a community college and proprietary schools, that are willing to design competency-based curricula specifically for dislocated workers. Among the criteria established by this substate area for the development of new classes are: the elimination of vocationally irrelevant prerequisites, an emphasis on the demonstration and practice of practical skills with one-on-one coaching, and tests that are practical exercises rather than pencil-and-paper tests. **Carson/Lomita/Torrance PIC, Torrance, CA.**

B. STRATEGIES TO PREPARE DISLOCATED WORKERS FOR HIGH-WAGE JOBS IN DEMAND OCCUPATIONS

Many dislocated workers experience a permanent decline in earnings after layoff. Workers dislocated from high-wage manufacturing jobs in areas where manufacturing jobs are rapidly disappearing, or where non-unionized firms are replacing union shops, are not likely to be able to obtain reemployment at wages equivalent to those of their previous job, particularly if they have limited formal education. Nevertheless, dislocated]workers need to achieve as high a reemployment wage as possible to support their families and meet their financial obligations.

Retraining is often a critical element in substate efforts to help dislocated workers maximize their reemployment wages and longer-term earnings potential. Several strategies are used to prepare dislocated workers for high-wage jobs:

- Training dislocated workers in **occupations in demand**.
- Preparing dislocated workers for advanced jobs in similar or related occupations through **training that builds on existing skills.**
- **Coordinating retraining designs with local economic development efforts** or efforts to encourage individual entrepreneurship.

1. Targeting Occupations in Demand

Substate areas need to target training in occupations that offer wages sufficient to meet the financial needs of dislocated workers in their area. Detailed and accurate **information about labor markets and labor market trends is essential** to success in providing retraining that will lead to the highest-quality reemployment opportunities for dislocated workers. Additionally, during individual career exploration and service planning, described in Chapter 3, substate areas need to provide dislocated workers with detailed labor market information to help them select new occupations with high wage potential.

Substate areas have sometimes had difficulty developing workable criteria to ensure that training is provided only in occupations with a strong labor market demand. In some substate areas, "demand occupations" are defined somewhat narrowly (e.g., occupations in which large numbers of jobs openings are expected) or defined for the state as a whole, which results in a relatively short list of occupations in which training can be provided. Even more problematic is the fact that the identified demand occupations are often in entry-level occupations in the clerical and service fields that pay low wages and cannot replace the previous wages of dislocated workers.

Two different approaches are particularly effective in ensuring that training is in demand occupations. One approach is to conduct **surveys of occupational demand** at a local or regional level and establish regional occupational demand lists in cooperation with neighboring substate areas, as described in Examples #1 and #2 below. Another approach, described in Example #3 below, requires individuals seeking training in a particular field to **document the availability of jobs** in that field.

Examples of Targeting Occupations in Demand

Example #1—Researching Regional Demand Occupations. This EDWAA program exemplifies a regional approach to identifying occupations in demand. The state has taken the lead in establishing workforce planning regions throughout the state to encourage groups of counties to coordinate workforce planning and focus training opportunities on emerging occupations. This substate area participates in a 13-county workforce planning committee—composed of representatives from business, education, and the JTPA system—which surveys occupational demand in the region, develops the demand occupation list for the area, and assists the community colleges in developing appropriate training courses to prepare individuals for work in these demand occupations.

As a result of this detailed planning process, the list of "target occupations" is substantially longer and more detailed than in many other areas. For PY 92, more than 100 different occupations were targeted in this substate area, ranging from entry-level to high-skilled jobs. Examples (from occupations starting with the letter "c") include cabinetmaker, chemical engineer, chemical dependency specialist, child care manager, civil engineer/civil engineering technician, computer operator/programmer aide, concrete finisher, construction manager, institutional cooks, correction officer, and crane tower operator. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #2—Demand Occupations for Skilled Workers. This substate area has developed two different lists of demand occupations, one for unskilled workers and one for skilled workers, to target occupations for training. Among the occupations targeted as demand occupations for skilled workers are (a) apprentice and more advanced training in air conditioning/refrigeration, metal trades, and pipe fitting/welding; (b) education/instructor training for teaching certificates for public or private schools; (c) entrepreneurship training to support the establishment of small businesses in consulting or other demand occupations; (d) training in new or fast-growth occupations, such as hazardous waste management, desktop publishing, and systems analysis. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #3—Reviewing Individual Labor Market Research. Although the counselors that help dislocated workers to develop training plans in this substate area have access to an official list of "occupations with long-term potential," they do not apply this list rigidly in determining the occupations in which they will approve training. Instead, the burden of proof to justify a proposed occupation is placed on the individual participant. Before training plans are approved, participants must develop a written vocational skills training plan, which must include findings from field surveys of local employers (to determine if positions are available and whether proposed training will improve employability in the targeted occupation) and contacts with the placement officer at the proposed training provider (to find out where the provider has placed recent graduates and how much placement assistance they provide). **The Job Council, Medford, OR.**

2. Providing Training That Builds on Existing Skills

A second strategy to prepare workers for high-wage jobs is to **build on their existing skills**. The objective of enhancing existing skills is to prepare dislocated workers for a lateral move into another skilled job rather than beginning at the bottom of a new career ladder. DOL has cautioned substate areas against providing skills enhancement, when individuals are already employable in an occupation in which there is a current labor market demand. However, when the skills of the laid-off worker are obsolete or not at the level of other job seekers in the layoff occupation, or when short-term training can be used to transfer a worker's existing skills to a different occupation, substate areas have used skills enhancement training as a cost-effective strategy. Training that builds on existing skills is particularly attractive to dislocated workers who cannot afford to attend long-term or full-time training.

a. Skills Enhancement through Referral to Existing Courses

Several substate areas have provided skills enhancement by referring EDWAA participants to **existing courses** at local educational institutions.

Examples of Skills Enhancement through Existing Courses

Example #1--Computer Information System Upgrades. This substate area, in the heart of California's "Silicon Valley," serves many highly educated workers dislocated from high-technology electronics and defense-related manufacturing firms. In a labor market with generally high unemployment among professionals, the skills needed to obtain a job are escalating. Given the demands of this labor market, NOVA uses the local community college to enhance computer information systems skills for workers dislocated from jobs in engineering, engineering applications, software engineering, programming, and technical support. Available offerings include courses in specific program languages, computer information management, graphics, artificial intelligence, and specific information about local software company data management. EDWAA participants may develop an individualized program of study that gives them the courses they need to be more competitive in the job market. The only limitation is that participants must take a minimum of 6 credit hours of courses (usually two courses). **NOVA, Sunnyvale, CA.**

Example #2—Employability Enhancements. Initially, the retraining services available from this dislocated worker program called for full-time training only, oriented to completion of certificate courses at local university extension programs. More recently, the retraining options have been expanded to include part-time classroom training, referred to as "employability enhancements." Administered by the contractor responsible for basic readjustment services, employability enhancements permit dislocated workers to enhance their skills or build on transferable skills within a short retraining period by attending 6 credit hours or less of classroom training per semester for up to two semesters. Like Example #1, training for skills enhancement was introduced in this substate area to meet the needs of highly skilled workers dislocated from the defense industry. Part-time training is also intended to permit participants to participate in basic readjustment workshops, actively seek employment, and take part-time jobs while they are completing their retraining. **New Mexico Balance of State, Santa Fe, NM.**

b. Skills Enhancement through Development of New Courses

Substate areas have sometimes **developed new courses** to enhance the existing skills of workers dislocated by particular large-scale layoffs.

Examples of Skills Enhancement through New Courses

Example #1—Prelayoff Mini-Courses in Industrial Maintenance. In connection with a large-scale layoff at a food products plant with substantial advance notice, the substate area and local technical school developed four industrial maintenance "mini-courses" to prepare production workers to transfer their skills to related fields. Held prior to the layoff, courses included electricity for industry, programmable logic controls, electrical troubleshooting, and heating/air conditioning fundamentals. **Western Indiana PIC, Terre Haute, IN.**

Example #2—Enhancement of Obsolete Skills for Workers Laid Off by Data Processing Firm. In connection with a layoff of 200 workers by a firm that processed tax returns, a new training program was developed cooperatively by the layoff employer, the local community college, and the PIC. Because the company had designed its own software using an outdated computer program on a mainframe computer, it was determined that both programmers and data entry personnel would need substantial skills enhancement before entering the labor market again.

Training modules were developed for programmers and administrators, covering personal computers, word processing and other software applications, and programming languages. Each training module lasted 2 to 4 weeks. For programmers, the total training lasted 15 weeks; for administrators, the training lasted about 8 weeks. Classes met 2 days per week, with 2 hours of lecture and 2 hours of lab. The instructor designed the lab so that students could work at their own pace.

Carson/Lomita/Torrance PIC, Torrance, CA.

3. Developing Training Linked to Economic Development or Entrepreneurship Efforts

Some substate areas attempt to preserve high-wage jobs in the local community by **linking training to local economic development efforts** to bring new jobs to the community. Other substate areas help skilled workers to consider the possibility of self-employment or start-up of small businesses through developing training curricula in **entrepreneurship skills**.

Examples of Training Linked to Economic Development Efforts

Example #1—Training for Jobs in New Industry. Because nearly 15% of the total jobs in this county are in jeopardy as a result of cutbacks in defense expenditures, this program feels an urgent need to coordinate training with economic development efforts. Through a cooperative planning process involving state and local economic development planning councils, a community college, and three utility companies, a new program was developed and funded by the PIC to train dislocated defense workers to build electric cars, in combination with efforts to recruit firms interested in manufacturing electric cars to the area. The program met with a good response from workers dislocated from a large defense contractor. After the training program was developed and training had been completed for the first group of trainees, a company interested in manufacturing electric cars selected the local area as the site for a production facility. **Southeastern Connecticut PIC, New London, CT.**

Example #2—Training for Entrepreneurship. This substate area offers a 4-week class in entrepreneurship for dislocated engineers, managers, and other professionals affected by the downsizing of defense firms. The course, operated by the local community college, assumes that participants already have the technical skills to operate a business but need basic business training. Sixteen 4-hour modules cover finance, marketing, management, and business planning. The course culminates in the development of a business plan suitable for submission with a bank loan application. Participants also receive an average of 20 hours of individual business counseling from the instructor, and may receive additional assistance from the federally funded Small Business Development Center collocated with the training program. **Carson/Lomita/Torrance PIC, Torrance, CA.**

C. STRATEGIES TO ENCOURAGE DISLOCATED WORKERS WITHOUT MARKETABLE SKILLS TO PARTICIPATE IN RETRAINING

Dislocated workers who have limited formal education or who have been away from an academic setting for many years are often reluctant to consider classroom retraining, because it is an **unfamiliar and threatening experience** for them. Yet these are the workers whose limited skills often put them at a severe handicap in the search for new employment. Several substate areas have developed effective approaches to overcome the dislocated workers' fears of retraining and to assist them in making retraining a successful experience. Successful strategies include:

- Offering special short-term classes that introduce **retraining in a "safe" setting** and encourage participants to go on for additional retraining.
- Providing **academic counseling and support** to EDWAA participants in training.

1. Developing Short-Term Classes to Introduce Dislocated Workers to Classroom Training in a "Safe" Setting

To promote participation in retraining by dislocated workers who are fearful of classroom training, several substate areas have developed **short-term classes in a "safe" setting**. These classes are usually designed to provide some skills enhancement while also encouraging participants to continue with additional retraining at existing educational institutions. **Peer support** is a strong element enhancing the effectiveness of several of these programs.

Examples of Short Classes in "Safe" Settings

Example #1—Preparation for Classroom Training. As part of a 6-week front-end workshop to help dislocated timber workers evaluate their skills and occupational preferences, boost their self-esteem, and prepare for classroom training, this substate area provides formal training in the use of personal computers and common software packages, such as Lotus 1-2-3. This training, as well as the support group dynamics that evolve during the workshops, are important in encouraging participants to enter classroom training. **The Pentad PIC, Wenatchee, WA.**

Example #2—Prelayoff "Mini-Courses." After a detailed analysis of the skill levels, career objectives, and the market for transferable skills of workers affected by closure of a local food products manufacturing plant, this substate area worked with the local branch of the state technical school system to design a series of tailored mini-courses specifically for affected workers from this plant. The courses, offered as prelayoff services, were intended to give the workers some experience with classroom training and enough confidence to go into longer-term training after they were laid off. The 10 mini-courses were divided between industrial maintenance courses to prepare some workers for transfer to jobs in related fields and "administration/college prep" courses to prepare other workers for longer-term training in a postsecondary setting.

The six administration/college prep mini-courses were provided at the plant's dislocated worker service center. As the layoff approached, courses were also held in the plant cafeteria to facilitate participation by workers not yet laid off. Courses included computer software applications, micro-computer applications, study skills, speed-reading, college refresher mathematics, and basic computer applications. Not only were courses geared to the skills level of the affected workers, but they were provided at different times to accommodate all shifts, since workers were not yet unemployed at the time the classes were held.

After completion of one or more of the mini-courses, EDWAA participants from this plant were assisted in applying to technical certification or associate's degree programs at the state vocational technical college or vocational programs at the local state university campus. The success of the mini-courses is demonstrated by the fact that a high percentage of those who participated in the mini-courses went on to longer-term retraining through 2-year occupational training programs at the state university (e.g., in LPN and business administration) or certification programs at the state vocational technical college. **Western Indiana PIC, Terre Haute, IN.**

Example #3—One-Semester "Production Certificate" Program. Pursuing goals similar to those in Example #2, this substate area worked with the local community college to package a one-semester sequence of classes to address the needs of dislocated workers from a large plant closure. Recognizing that these workers, many of whom were fearful of classroom training, needed assistance updating their skills, project staff developed a course sequence designed to (a) update general production skills along with reading and math skills, and (b) ease participants' fears about going back to school.

To keep costs under control and avoid bureaucratic red tape from the community college, the project uses courses already available at the school. The resulting five-course, one-semester program leads to a new "Production Certificate" and includes courses in vocational-technical mathematics, report writing, computer applications, and quality and teamwork. Up to 20 dislocated workers from the plant are enrolled in the program each semester. Classes are located at the community college but are distinct from classes attended by other community college students. Instructors for the special program were hand-picked for experience in working with older students and reputations for being "flexible."

Participants in this program were generally between 45 and 55 years of age with long tenure at the jobs from which they were displaced. Participants described how their initial fears and hesitations about school have given way to great enthusiasm. Nearly all the participants during the semester we visited this program said they were now planning to enroll in 1- or 2-year certificate courses. **West Central Wisconsin PIC, Menomonie, WI.**

2. Providing Academic Counseling and Support for EDWAA Students

Another strategy to encourage dislocated workers to participate in classroom training is to provide **on-campus support**, such as counseling and case management. In some substate areas, on-campus counselors act as general case managers. In other substate areas, a supplementary tier of academic counseling is provided for EDWAA participants in classroom training in addition to the regular case management by substate area staff. This approach is generally workable only if EDWAA participants are concentrated at a small number of training institutions.

Examples of Providing Counseling and Support

Example #1—Special Staff Liaison. In connection with the special plant-specific training (described in Example #3 in the preceding section), a special staff liaison from the community college supports participants during training. She provides EDWAA students with an orientation about student life, holds a special series of workshops on study skills, purchases and distributes all books and required materials to participants, and meets with program participants as a group monthly, and individually when needed to discuss their progress and any issues related to their training. Students are also eligible to attend the school's remediation center and receive special instruction or tutoring. Group cohesion is strong, and participants often help each other with their daily lessons. **West Central Wisconsin PIC, Menomonie, WI.**

Example #2—Academic Case Management. Staff of a separate "occupational training institute" at the local community college provide special services to EDWAA participants (as well as other JTPA participants) under a contract with the substate area. After EDWAA clients are referred from the substate area's central intake and assessment services, project staff at the community college provide additional assessment, ongoing academic case management, and counseling and support, as well as job search training and assistance. This ongoing counseling and support supplements formal case management services provided by the substate area staff. The training institution is particularly committed to the success of its EDWAA training participants because it functions under a performance-based contract that requires a 75% placement rate and 65% follow-up employment rate for dislocated workers. **NOVA, Sunnyvale, CA.**

Example #3—On-Site Case Manager. EDWAA participants in this eight-county substate area use several different training institutions. To facilitate frequent contact with students, the substate area's case manager for classroom training participants is located on-site at the vocational technical school serving the largest number of participants. This helps her maintain contact with training participants at least twice a month. **Florida Panhandle PIC, Panama City, FL.**

Example #4—Linkages with 8%-Funded On-Site Counselors. Participants who enroll in part-time and full-time vocational training at several local university programs have access to on-site vocational counselors, provided with JTPA educational coordination (8%) funds. **New Mexico Balance of State, Santa Fe, NM.**

D. STRATEGIES TO PROMOTE FLEXIBLE SCHEDULING OF RETRAINING OPTIONS

As described previously, many substate areas are hampered in using existing training options for dislocated workers because public training institutions often operate according to fixed semester schedules, require 1 to 2 years of full-time study before a certificate or degree is awarded, and require students to complete academic prerequisites in addition to vocationally oriented courses. In some locations, proprietary schools offer a more flexible alternative in terms of an increased frequency of class start-up, a more intense schedule of class meetings, and a consequently shorter overall duration of training. However, even classes provided by proprietary schools usually fall short of the ideal of open-entry/open-exit training, where dislocated workers can progress at their own pace.

Some substate areas have developed effective strategies to increase the flexibility of the training available to dislocated workers. Two such strategies are:

- Seeking out and using **existing opportunities for open-entry/open-exit training**.
- Working with training institutions to **tailor training programs** to meet the scheduling needs of dislocated workers.

1. Using Existing Opportunities for Open-Entry/Open-Exit Training

Several substate areas have been able to take advantage of existing classes for dislocated workers that are available on **an open-entry/open-exit** basis. These options have been very useful in addressing the training needs of dislocated workers. Some examples are described below.

Using Existing Open-Entry/Open-Exit Training

Example #1—Open Learning Centers. One of the community colleges serving this nine-county substate area operates Open Learning Centers at two campuses, open five days and four evenings per week. These centers offer open-entry/open-exit, self-paced classes in a wide range of courses for students who want to complete course prerequisites quickly or who cannot attend a class at the scheduled time. Students watch videotaped lectures, complete written assignments and exercises, and work one-on-one with instructors on a regular basis.

The Open Learning Centers offer dislocated workers the opportunity to begin vocational training at a time other than the normal beginning of a semester. Substate area staff estimate that more than half of the EDWAA participants in training at this community college used an Open Learning Center for at least one class during the preceding year. **SDA #14, Galesburg, IL.**

Example #2—Classes Offered on Open-Entry/Open-Exit Schedule. Community college courses in business and clerical office skills are offered on an open-entry/open-exit basis in this substate area, permitting students to progress at their own pace. **NOVA, Sunnyvale, CA.**

2. Tailoring Existing Programs to Meet the Scheduling Needs of Dislocated Workers

Another strategy is to work with educational institutions to make existing training programs more appropriate for dislocated workers by **modifying class schedules** to make them compatible with part-time work, shortening the duration of training, and focusing the curriculum on the skills required by local employers.

Examples of Training with Tailored Schedules

Example #1—Short-Term Intensive Training Schedule. To meet the needs of dislocated workers, this substate area has worked closely with 10 diverse training vendors to develop modified course curricula which have open-entry/open-exit schedules, compress the same training hours into a shorter period (3 to 4 months, on average), and strengthen the vocational focus. This design is workable in this substate area because a wide range of specialized training vendors are available and because the regional labor market is large enough to absorb groups of dislocated workers trained using tailored "class-size" programs. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Evening Classes. This substate area was able to arrange for the local university extension to modify the schedule of an electronics course for dislocated workers from a particular layoff. Normally available only as a full-time program during the day, the regular certificate course in electronics did not accommodate the need of a number of the dislocated workers to brush up on their basic skills. A special electronics class for these workers was scheduled during evening hours, which permitted individuals to take basic skills classes or conduct other activities during the day. After beginning training on this part-time schedule, a number of the affected workers were able to transition to the full-time training schedule to complete the certificate program. **New Mexico Balance of State, Santa Fe, NM.**

Example #3—Part-Time Training Schedules. The local community college developed a modified version of its General Office Clerk program for use by dislocated workers and economically disadvantaged workers referred by the PIC. Originally developed as customized training for a specific employer, this course has been successful in preparing workers with some background in clerical skills for a variety of office jobs. The curriculum, set up as a 9-week training program with 20 hours per week of instruction, permits students to work at their own pace on training modules that include accounting, typing, and use of computers and calculators. Because this curriculum was so successful, the PIC has developed a second tailored office skills course that includes database applications and telephone techniques. **Florida Panhandle PIC, Panama City, FL.**

III. CASE EXAMPLES

Overall, a variety of different approaches are feasible for providing classroom training in occupational skills to dislocated workers. The following case studies are examples of substate areas with well-developed retraining delivery systems that use widely differing strategies.

A. Solid Training in New Careers: Central Ohio Rural Consortium, Newark, OH

Context

In this five-county rural area adjacent to the Columbus metropolitan area, the manufacturing sector of the economy is eroding and overall employment growth is very slow. Dislocated workers tend to have limited transferable skills, but they are accustomed to high wages from their long job tenure in manufacturing jobs. EDWAA funding is primarily from formula and general-purpose state discretionary grants.

General Approach to Retraining

The substate area considers retraining to be the core EDWAA service. Most of the training options available consist of long-term classroom training programs for new careers in occupations in demand. Three-fourths of EDWAA trainees enroll in 2-year degree programs at local community or technical colleges. A list of demand occupations is included in the substate plan but is not rigidly enforced. If individuals can demonstrate aptitude and a market for their skills, EDWAA clients can generally secure approval for an occupation-related course offered by an approved public educational institution. Training is supported by extensive career exploration and client-focused case management provided by substate area staff.

Delivery Arrangements

The largest county has developed vouchering arrangements for referral of EDWAA clients to any of nine public educational institutions, including community colleges, vocational-technical colleges, vocational schools operated by adult education/high school districts, and a local branch of the state university system. No proprietary providers are used.

Range of Training Available

Training courses are provided according to the quarter or semester system followed by the educational institutions. The substate area has not attempted to develop short classes or training following open-entry/open-exit schedules. EDWAA students, however, can sometimes be excused from prerequisite classes for occupational programs if they can demonstrate proficiency in the required subjects. The shortest retraining options tend to be certificate programs at the vocational-technical college that require 5 to 7 months of study. Within these limitations, retraining is available in a fairly wide range of occupational areas, including jobs that prepare dislocated workers for higher-skilled jobs. Examples include a wide range of business, clerical, and health occupations, teaching certification, telecommunications engineering, aviation maintenance, forestry, and graphics.

To support EDWAA participants during long-term training, this substate area depends on the classroom training providers to arrange for student financial aid through Pell grants or state instructional grants.

Summary

The strength of the design for retraining in this substate area is the recognition that dislocated workers need to target high-quality new careers. Review of a sample of individual client files confirms that EDWAA participants are helped by this program to leave dead-end jobs and enter new careers with a future:

- One participant laid off from a quality control job at a machine shop paying $7.00 per hour was assisted in completing a 2-year course in law enforcement and attending the local police academy. This participant obtained a job as a hospital security guard at $10.50 per hour with benefits and an additional part-time job with the local sheriff's department.
- Another participant laid off from a waitressing job at $4.50 per hour was assisted in completing a 2-year physical therapy program at a local technical college. She completed this course in 3 years while working part-time to support herself and was hired by a local hospital at $10.00 per hour plus good benefits.

The disadvantage of the delivery approach is that this substate area does not attempt to influence the retraining available from educational institutions in the local community. As a result, training programs are offered on a rather rigid schedule and are not oriented to the need of dislocated workers for rapid reemployment or flexible training schedules.

B. SHORT-TERM, INTENSIVE TRAINING TAILORED FOR DISLOCATED WORKERS: CARSON/LOMITA/TORRANCE PIC, TORRANCE, CA

Context

This consortium of three small cities in the Los Angeles basin operates in a labor market that has been hard hit by retrenchment in high-technology defense-related industries. Dislocated workers are extremely diverse, ranging from engineers and managers to technicians, machine operators, and assembly, warehousing, and clerical workers. Educational levels of dislocated workers are also very diverse. Most EDWAA funding in this substate area is received through plant-specific and industry-specific discretionary grants from state and national reserve funds.

General Approach to Retraining

Retraining with an emphasis on transferable skills is the key to this substate area's strategy for ensuring the future economic health of the region. By keeping workers with advanced technical skills in the area, the substate area hopes to retain existing firms and attract new firms that will provide jobs for workers at all skill levels. The substate area requires that providers of training to EDWAA participants develop specially tailored classes with compressed class schedules, open-entry/open-exit participation where possible, and the elimination of vocationally irrelevant prerequisites from program requirements. Courses range from 2-week refresher courses in computer skills to 9-month training programs in new occupations.

Delivery Arrangements

The substate area actively uses both proprietary and public educational institutions that are willing to tailor courses to the needs of dislocated workers. Master contracts with 10 different vendors provide contractual relationships within which specific course offerings can be developed. The PIC staff work actively with vendors to develop specific courses for EDWAA participants. In addition, individual referrals can be made to other training options in the community.

Range of Training Available

A multi-PIC workgroup has developed separate lists of demand occupations for skilled and unskilled workers. The substate area staff follow this demand list quite closely, approving training only in occupations on the lists. During PY 92, training in 23 different occupations was available to most dislocated workers, including a variety of office and clerical occupations, computer numerical control machinist, computer repair, telecommunication technician, and medical assistant. As described in the preceding chapter, some of these courses combine basic skills remediation and occupational skills training for workers with limited formal education and English language skills.

Additional training programs designed for laid-off aerospace professionals include computerized accounting, civil engineering, computer-aided drafting, hazardous materials technology, computer and computer refresher courses. In addition, the substate area offers entrepreneurial training for workers with a college degree or 5 years of managerial experience.

Summary

Because it serves a large labor market and has access to a wide variety of training institutions who are willing to tailor courses for dislocated workers, this substate area is able to offer short-term intensive training in new careers and enhancement of transferable skills.

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9. ON-THE-JOB TRAINING

I. CHALLENGES

On-the-job training (OJT) can serve a number of important functions. Specifically, OJT can:

- Provide short-term training in new skills for participants who need immediate income.
- Take full advantage of clients' transferable skills, particularly where those skills can be enhanced.
- Provide training in occupations for which no classroom training is available locally.
- Help classroom training graduates overcome hiring barriers due to their lack of practical work experience in a new field.

However, OJT can also be one of the most difficult services to provide well. Recent changes to the JTPA law and regulations make it clear that the purpose of OJT is to train dislocated workers in new skills, not simply to assist in placing workers in jobs. Further, many substate areas have shifted the focus of OJT away from an employer-centered approach to a more client-centered approach that emphasizes the training and career needs of the participant. Substate areas need to meet several challenges in order to provide high-quality client-centered training through OJT.

- **Matching clients to jobs in higher-skilled occupations.**

OJT is unique in that the skills training must be designed to meet the needs of a specific participant and a specific employer. Thus, the first challenge for substate areas is to identify job positions appropriate for EDWAA participants and match them to the skills and requirements of individuals interested in OJT. Meeting this challenge involves outreach efforts to develop job openings in higher-skilled occupations suitable for dislocated workers, assessing a dislocated worker's existing skills in comparison to the skills required in the job, ensuring that the OJT position is consistent with the client's interests and goals, and evaluating the suitability of prospective OJT employers.

- **Developing individualized training plans.**

Dislocated workers look to OJT for training in new skills that will enable them to perform well on the job, stay on the job, and prepare for new responsibilities in the longer term. To accomplish this, OJT contracts must be designed around a training plan that describes the specific skills or tasks to be learned. Developing a training plan also requires determining the number of training hours needed, identifying the competencies to be attained, and making adjustments for skills the participant has already mastered through previous education and work experience. Lastly, contracting arrangements should promote long-term retention.

- **Helping employers provide effective training.**

The participant's learning experience at the work site is the single most important element of OJT and the aspect that is least under the substate area's control. Employer screening, skills analysis, and other elements of OJT design can help to establish the proper conditions for effective training, but they cannot guarantee that the worker's immediate supervisors will have the teaching skills needed to carry out the training plan. Many OJT employers are small businesses that do not have formal training programs or trained instructors on staff. By taking an active role in helping to develop employers' training capacities, substate areas can improve the training provided to individual workers and build closer ties with the business community.

II. STRATEGIES

A. STRATEGIES TO MATCH CLIENTS TO APPROPRIATE OJT POSITIONS

1. Developing Potential OJT Positions

The first step in matching clients to appropriate OJT positions is developing appropriate job openings. One approach that many substate areas have used is to identify potential OJT positions as part of the substate area's **general job development activities.** In this strategy, program staff seek out job openings using the techniques described in Chapter 5. Job developers then identify openings that are potential OJT positions and search through the pool of qualified participants to determine potential candidates for these positions. The **advantages** of developing OJT positions through general job development efforts are that it (a) makes **efficient** use of staff time and (b) **avoids raising employers' expectations** about OJT where none may be needed.

A second approach is for program staff to develop OJT positions for **specific participants.** In this approach, the counselor or job developer starts with the participant's employment goal and then seeks out potential employers appropriate for that individual. A variant on this approach is to develop OJT positions appropriate to **groups of workers** with similar backgrounds from a particular layoff.

Another strategy is to have **clients seek out potential OJT positions.** In this approach, participants are typically instructed in how OJT works and given a letter or brochure that describes OJT wage reimbursements, which participants can give to prospective employers. If a suitable position is identified by the client, the program then contacts the employer to negotiate an OJT contract. The **advantage** of this strategy is that it can **expand employer outreach efforts**, particularly if used to supplement general job development activities. The **disadvantage** is that the program may have **less control over the appropriateness of the position.** For client-initiated positions, therefore, it is particularly important to guard against funding OJT contracts that do not provide substantial training or funding OJT contracts where direct hire is more appropriate.

The last approach is to develop jobs through **reverse referrals,** where an employer familiar with OJT refers prospective employees to the substate area to determine whether they qualify for an OJT subsidy. This guide does not recommend the use of reverse referrals. The obvious **disadvantage** of this approach is that employers are likely to receive a wage reimbursement for hiring someone whom they **would have hired in any case.** JTPA regulations permit reverse referrals only when specific conditions are met, and many substate areas have discontinued this practice entirely.

Examples of Developing Potential OJT Positions

Example #1—Developing Positions as Part of General Job Development Activities. This substate area identifies potential OJT positions as part of its job development efforts. While the employer and the proposed OJT position are being evaluated, the job developers search for suitable candidates using computerized records containing data on each participant's previous work experience, classified by occupational areas such as clerical, sales, or factory work. Using a database program on a personal computer, the records are searched to identify a small pool of participants who have broadly suitable backgrounds. Staff then contact these participants to further assess their interest and qualifications. If the OJT contract is approved, two or three candidates are sent to the employer for interviews. **SDA #14, Galesburg, IL.**

Example #2—Videotapes to Develop OJT Positions for Specific Groups of Dislocated Workers. This substate area distributed videotapes to employers and business groups as a job development tool for two plant-specific projects. One videotape was produced by the layoff employer to highlight the work ethic and skills of a broad range of its employees. A second videotape, produced with substate area funds, was designed to dispel negative stereotypes about former mine workers and encourage employers to seriously consider them. More than 60 copies of the videotapes have been circulated; they have proved very valuable in developing OJT positions. **Western Indiana PIC, Terre Haute, IN.**

Example #3—A Client-Initiated OJT for Skills Enhancement. In this substate area, a specific case illustrates how an appropriate OJT position was identified by the client. This participant had been a technical illustrator working on contract to a large defense firm at $20.00 per hour, and his service plan identified a need for skills-enhancement training on using a number of cutting-edge graphics software programs. Because training in these programs was not offered in classroom settings, OJT provided a possible retraining tool. The client interviewed for a technical illustrator position at a local software company; when the company was reluctant to hire him, he introduced the idea of OJT and had the employer call the substate area. In negotiations with the substate area, the employer agreed to a 300-hour OJT in which company staff provided part of the training needed and also hired an outside consultant to train the participant on a new software package that will benefit the company as a whole. Although the participant took a wage cut to $16.25 per hour, he was able to move out of contract work and into full-time permanent employment. **NOVA, Sunnyvale, CA.**

2. Assessing Whether an OJT Position Is Appropriate for a Specific Worker

The next step is to assess whether a potential OJT position is appropriate for a specific dislocated worker. Chapter 3 presents overall assessment strategies; this chapter describes the additional assessment required to match dislocated workers to appropriate OJT positions. This additional assessment involves determining both whether a specific job is appropriate to the participant's occupational interests, skills, and financial needs and whether OJT is needed to provide training in skills that the participant needs to acquire to perform that job.

a. Assessment through Interviews

One approach that substate areas use to assess the appropriateness of an OJT position is through client interviews. Typically, the OJT specialist interviews the client to review his or her transferable skills and determine the skills that the participant will need to acquire to perform the job. Results are often prepared as narrative summaries documenting the appropriateness of a particular OJT position for the participant, taking into account both formal and informal client assessments and requirements of the job.

Examples of Assessing Clients through Interviews

Example #1—Informal Assessment. After participants' service plans are developed, they are given a second "mini-assessment" through an interview with the job developer. This assessment focuses on transferable skills and work experience and is used to determine what occupations are open to the participant through direct job search and what additional occupations might be feasible with a suitable OJT. After a potential OJT job is found, the results from the mini-assessment about a participant's existing skills are also used to specify the OJT curriculum and training hours for the contract. **Carson/Lomita/Torrance PIC, Torrance, CA.**

Example #2—Rating Scales for Transferable Skills. This substate area uses results from client interviews to rate a participant's transferable skills relative to the requirements of a possible OJT position. The rating process, which may involve input from the employer as well as the participant, uses a scale of 0 (no proficiency) to 4 (can accomplish task without supervision). The results are also used to determine the number of OJT hours needed for the participant to achieve proficiency in each job task. **Permian Basin Regional Planning Commission, Midland, TX.**

b. Formal Assessment Tests

Another approach is to use the results of formal paper-and-pencil tests to determine whether a potential position is a good match to the participant's interests and aptitudes and to compare the skills and proficiencies that the participant currently has with those required to perform the job.

Example of Using Formal Assessment Results

Using Paper-and-Pencil Tests. In this substate area, an OJT position is considered appropriate if (a) the participant lacks specific qualifications for the job that will require training in excess of that normally provided or (b) the participant has employment barriers that will result in lower productivity, increased supervision, increased training time, or other extraordinary training costs.

Participants take the APTICOM and GATB aptitude tests and a basic skills test as part of the general assessment process. To determine the suitability of an OJT position and the appropriate length of training, the OJT contract compares the participant's scores with the requirements of the job, using measures of basic skills, formal education, work history, physical demands, aptitudes, temperament, and interests. A copy of the assessment profile appears as Appendix 9-1. **West Central Wisconsin PIC, Menomonie, WI.**

c. Performance Tests

Another approach is to have the participant perform actual job tasks to determine the participant's current proficiency and whether the job is consistent with his or her interests and career goals. In some cases, this assessment is part of a pre-award evaluation where the participant performs **simulated tasks at the work site** before the substate area determines whether the OJT is appropriate. In other cases, substate areas award the OJT contract but establish a **trial period** during which both the participant and the employer can decide whether the position is suitable.

Examples of Using Performance Tests

Example #1—Pre-award Evaluations. This substate area uses short simulations of actual work tasks to assess a participant's job-specific skills before an OJT contract is awarded. The employer provides a narrative description of the job, a list of the skills normally required for entry-level candidates, and an indicator of satisfactory performance for each skill. The participant then performs up to 4 hours of simulated work tasks, during which the work supervisor evaluates the participant's current level of competence and notes any transferable skills. On the basis of these results and other information in the service plan, the work supervisor and the job developer determine the tasks to be covered in the OJT curriculum and number of training hours needed to master each task. A sample assessment form is presented in Appendix 9-2. **The Job Council, Medford, OR.**

Example #2—Tryout Period Before OJT Begins. In this substate area, all OJT participants undergo a 2-week trial training period, during which the employer is responsible for all wages paid. At the end of 2 weeks, if the employer and the participant are satisfied that the job is a good match to the participant's interests and aptitudes, the OJT contract is signed and wage reimbursement begins. This arrangement has the added benefit of avoiding subsidies for orientation to personnel policies, plant layout, and other aspects of training that would be provided to any new employee. **Western Indiana PIC, Terre Haute, IN.**

Example #3—Tryout Period After OJT Begins. This substate area offers a trial period for the first 40 working hours of the contract. If the employer and the participant agree to continue, wages for the trial period are reimbursed at the end of the contract. If either party decides to terminate after 40 working hours, the employer is not reimbursed.
Carson/Lomita/Torrance PIC, Torrance, CA.

3. Evaluating the Suitability of Employers

The final step in matching clients to OJT positions is determining the suitability of the employer. Substate areas consider several aspects of employers and their potential OJT positions, including:

- Whether the **wage and skill levels** are appropriate for dislocated workers. Some substate areas target **higher-skilled occupations** that take advantage of dislocated workers' greater work maturity and transferable skills. For example, some have targeted health fields, technician-level jobs, or year-round skilled construction trades for EDWAA OJTs. Alternatively, some substate areas establish **minimum Specific Vocational Preparation** (SVP) levels for occupations to be considered suitable for dislocated workers.
- Whether the job can provide **stable employment.** In addition to general policies about providing retraining in occupations in demand, some substate areas investigate whether the specific company is financially sound.
- **Whether OJT is needed.** This involves investigation of the types of workers normally hired by the firm and the amount and type of training typically provided to any new entrants.
- Whether the company provides appropriate **working conditions and employee benefits,** including characteristics of the work environment, accommodations for employees with disabilities, collective bargaining agreements and bargaining agents, and nondiscrimination and Equal Employment Opportunity policies.
- **Capacity to carry out OJT.** This involves assessing the employer's ability to provide effective training at the work site, including whether the equipment and materials are adequate to carry out the proposed training and the qualifications of the supervisor who will be responsible for training.

Examples of Evaluating Employer Suitability

Example #1—Comprehensive Pre-award Review. To evaluate the suitability of potential OJT employers, the job developers check that the proposed OJT wage is in line with market wages for similar work and may contact local business associations and unions to investigate the company's stability and employment practices. This substate area has developed a comprehensive pre-award review form that incorporates many of the principles discussed in this section in an easy-to-use format. The form is completed through telephone discussions with the employer as well as an on-site visit if the company has not undertaken an OJT contract in the previous 6 months. A copy of the form appears in Appendix 9-3.

Carson/Lomita/Torrance PIC, Torrance, CA

Example #2—Policy Concerning Replacement Wages and Benefits. New guidelines for targeting clients and occupations were introduced in this substate area as part of a general reform of OJT policies in PY 91. OJT jobs must replace 75% of the participants' prelayoff wages, provide skills transferable to other work places, and provide benefits such as health insurance. **West Central Wisconsin PIC, Menomonie, WI.**

Example #3—Determining the Need for OJT. This substate area requires that the employer provide a certification about the need for wage reimbursement through OJT. The OJT training must exceed the employer's normal training for that position, and the client's assessment must indicate no prior experience in the OJT occupation. **SDA #14, Galesburg, IL.**

B. STRATEGIES TO DEVELOP TRAINING PLANS

At the heart of a client-centered OJT program is a contract that will ensure training in new skills that the dislocated worker needs to acquire for satisfactory performance on the job and that promotes longer-term retention and advancement. In designing contracting procedures to accomplish these goals, substate areas face three sets of challenges:

- To **analyze the skills** required for the OJT position and what skills the participant has already learned, and to develop a training plan outlining how these new competencies will be acquired.
- To determine the **number of training hours** and wage reimbursement level needed to carry out the training plan.
- To ensure that trainees with satisfactory performance will be **retained as regular employees**.

1. Job Analysis

The training plan begins with an analysis of the skills required to perform the job. In the past, many substate areas considered it sufficient to provide a simple description of the tasks performed on the job, often taken directly from the *Dictionary of Occupational Titles* (DOT) or another reference book. This approach was problematic because it did not provide clear guidance about the skills needed to perform those tasks and how the OJT was to provide those skills. Although job descriptions are still widely used to document the general characteristics of OJT positions, DOL regulations now require all OJT contracts to include a training outline and number of training hours.

The central step in developing a training outline is to transform the job description into a series of skills or competencies. This generally involves breaking out the job into a number of discrete tasks and identifying the skills needed to perform each task. Job analysis is typically done by the substate area OJT specialist, the employer, or a combination of the two.

In **job analysis performed by substate area staff**, the process usually begins with a job description provided by the employer or taken from the DOT. The advantages of this approach are that the OJT specialist is more likely to be experienced in the methods of job analysis, and job training outlines can be produced more quickly and with more consistent quality. However, training outlines produced by substate staff run a serious risk of being abstract or out of touch with the requirements of the specific OJT position, when the analysis is based on generic DOT descriptions rather than employer-generated job descriptions. If the training plan does not fit the realities of the company's work organization and procedures, the employer will be less likely to "buy in" to the plan, and actual training may not resemble the contract.

In other substate areas, job analysis is performed primarily by **the employer**. Typically, the employer is sent a form and asked to prepare a training outline. This procedure takes advantage of the employer's understanding of the job and the skills required to perform it. On the other hand, very few employers have experience in doing job analysis; they may view the task as burdensome "paperwork" and not as an opportunity to provide advance input into the training process. Moreover, employers may know little or nothing about prospective trainees' skills, and may overestimate the amount of training needed. Without extensive guidance from substate area staff, this approach can lead to poor cooperation from the employer and training plans that vary widely in quality.

Substate areas with successful OJT programs generally perform job analysis **in active partnership with the employer**. One widely used procedure is to obtain a job description from the employer, followed by a structured interview with the job supervisor to identify tasks and skills needed for the position. In addition to the job analysis **per se**, many substate areas use this conversation with the employer to discuss other elements of the training plan, including:

- The instructors and training methods to be used.
- The order in which various tasks will be learned.
- Criteria for measuring competence in each skill area.
- Estimates for the number of training hours needed to attain competence.

An alternative job analysis method is the highly structured DACUM system. During an interview with the employer, substate staff generate and order a series of skill cards to identify the tasks involved in a job, the skills required for each task, competency indicators, and an optimal sequence for mastering skills. DACUM methods are further discussed in Example #2 below.

An essential step in preparing the OJT training plan is to tailor it to the needs and capabilities of the trainee chosen for the position. If the training plan is drafted after a participant has been selected, this tailoring can be incorporated from the outset. In cases where the initial training curriculum is developed before a participant is selected, the final plan must be modified to take into account results of the client assessment, as discussed in the preceding section. In some cases, training hours for some skills may be reduced to reflect transferable skills that the specific dislocated worker brings to the job; in other cases, hours devoted to occupational skills training may be added to compensate for the client's specific employment barriers identified in the assessment.

Job analysis is often overlooked in the OJT procedures manuals and training materials developed for program staff. Typically, substate area policies state that a skills list or training plan must be developed but give no guidance about the methods to be used. Better documentation and training in practical methods for job analysis will help to ensure consistent quality and greater efficiency in developing OJT contracts.

2. Determining the Length of OJT

To determine the appropriate length of an OJT contract, some substate areas follow a **reference-based approach**, which typically begins by determining a DOT code for the OJT occupation, based on the employer's job description. The Specific Vocational Preparation (SVP) or a similar source is then used to obtain a "high end" estimate of the number of training hours required to learn the techniques, acquire the information, and develop the facility needed for the job. Although the contract length can be based directly on the SVP figure, it is often adjusted downward to reflect the participant's prior skills, differences between the training plan and the generic DOT job description, or an across-the-board "discounting factor" in substate areas that feel SVP training times are generally too long. With input from the employer, total training time is then broken out by task or skill.

A growing number of substate areas use a **training outline-based approach** to determine the contract length. This approach starts with estimates of the time needed to master each task or skill outlined in the training plan. Training time is negotiated with the employer as the OJT curriculum is being developed and may be adjusted for particular tasks on the basis of the participant's assessment results. Total training time for the contract is calculated as the sum of hours needed for all tasks. The position's DOT code and its corresponding SVP category are also determined, but they are primarily used to (a) provide a general standard of comparison to ensure that training time proposed under the plan is not unreasonably high or low and (b) document that total OJT hours do not exceed the "customary duration of training" for the position.

Both strategies for setting duration conform to DOL regulations, but approaches based on the training outline have the clear advantage of tailoring length to the exact needs of participant and employer.

Examples of Using Job Analysis

Example #1. This substate area has a very client-centered approach to developing OJT contracts. If a participant's service plan and assessment scores indicate that OJT is desirable, the job developer searches out appropriate employers. When a possible position is found, an initial job analysis and training outline is developed through conversations with the employer. Training hours are determined by comparing the participant's assessed skills with those required for the position; the employer and the job developer negotiate the length of time needed to learn the specific skills the participant lacks. The job developer also checks total proposed training hours against the SVP rating for the occupation to ensure that it is within statutory limits.

The completed OJT training plan describes (a) the skills or tasks to be learned, (b) the training methods, (c) the proficiency indicators for each job skill or task, and (d) the number of training hours needed to achieve competence in each area. Contracts also indicate who in the company will supervise training, and include a short section that explains why OJT is appropriate for the participant. A sample cover page and training plan is provided in Appendix 9-4. **West Central Wisconsin PIC, Menomonie, WI.**

Example #2. A highlight of this substate area's OJT program is its use of the DACUM system for conducting job analysis. Originally developed in Canada, DACUM has been adapted for use by JTPA programs in materials produced by the Paxen Group of Melbourne, Florida. The system provides a structured method for job analysis and an easily accessible list of skills that can be applied with minor modifications to later contracts for similar positions.

When job developers identify a potential OJT position that does not already have a DACUM profile, an in-person "brainstorming" session with the employer is held to conduct a functional job analysis. Through a series of structured procedures, the employer and the job developer identify tasks and skill requirements for the position, and a set of competency indicators for each skill or task is developed as an integral part of the process. Whenever possible, line supervisors from two or more companies are invited to DACUM brainstorming sessions to ensure that the basic skills list for an occupation reflects general industry practices. Sessions are usually held over lunch to minimize burden on employers.

If a DACUM profile for a similar job already exists, the OJT employer is asked to tailor the occupation's generic skills inventory to his or her own operation through a competency requirements check-off list, by indicating what skills or tasks are required for a new employee on the job, and how often each is needed. The skills list and competency indicators developed through DACUM form the core of the OJT training plan.

Length of training is set by translating the DACUM skills list into a DOT code and identifying the maximum training time allowed using a modified version of the SVP created by Washington State. Training times permitted by substate area policy are 20% lower than the state maximum, and further adjustments may be made for participants with transferable work experience. Along with the training plan and other elements, OJT contracts include a schedule of expected completion dates for each skill area for use in later monitoring. **The Pentad PIC, Wenatchee, WA.**

3. Encouraging Retention through Contract Terms

One problem that has been encountered with some OJT contracts is that the employer dismisses the worker after wage reimbursement ends. To encourage employers to retain workers after the OJT period, some substate areas have added retention requirements to their contracts.

Examples of Encouraging Retention through Contract Terms

Example #1. This substate area has established three payment points for OJT contracts. The first payment covers wage reimbursement for the first half of the contract, amounting to 50% of the total training cost. The second payment occurs at completion of training, and covers 25% of total cost. The remaining 25% of employer reimbursement is paid 13 weeks after the contract's end, and is contingent on the participant's remaining employed with the company during that time. **West Central Wisconsin PIC, Menomonie, WI.**

Example #2. In PY 92, OJT contracts developed by this substate area had two payment points. The first reimbursement was made for completion of training and covered 40% to 70% of the total contract amount, depending on the employer's past OJT performance. The final 30% to 60% was paid 90 days after completion if the participant was still with the company. **Carson/Lomita/Torrance PIC, Torrance, CA.**

C. STRATEGIES TO HELP EMPLOYERS PROVIDE EFFECTIVE SKILLS TRAINING

Although careful employer screening and a well-developed OJT training plan provide the foundation for successful training, responsibility for day-to-day instruction and review of the participant's work usually falls to an immediate supervisor at the work site. Many supervisors are quite competent in the role of coach or trainer, but participants interviewed for this guide report that the quality of on-the-job instruction varies widely. Considering that this is likely to be the single most important element of OJT from the participant's perspective, it is perhaps surprising that so few substate areas have addressed it systematically in their service designs.

Substate area staff will seldom be familiar with the content of skills being taught in OJT, but they can provide resources for encouraging effective teaching techniques. Two ways to accomplish this are through formal group training for employers and line supervisors and through careful and constructive monitoring of the client's learning experience.

1. Seminars for Employers on Work Site Training Techniques

Recognizing that "problem OJTs" can often be traced to haphazard teaching methods in the workplace, one substate area is designing a workshop to help employers provide more effective training.

Example of Employer Seminar

Employer Seminar in Training Methods. This substate area is preparing a 3-hour workshop that will introduce business managers and line supervisors to sound techniques for teaching job skills and evaluating workers' progress. In designing the curriculum, substate area staff began with a commercially available training package normally marketed to the human resources departments of large companies. The substate area is adapting these materials to make them more relevant to small business environments and to training for the types of occupations most often targeted for OJT. Topics to be covered will include methods for orienting new employees to the company and to their specific jobs, promoting work maturity and communication skills, sequencing tasks to promote optimum learning and retention, demonstrating tasks, and providing constructive feedback on trainee performance.

The first round of workshops will be targeted to employers with current or past OJT contracts. Later workshops will be open to all local employers; those who have had OJT contracts with the substate area will be able to attend at no cost; others will be charged a fee, which will be reimbursed if they later contract for an OJT position. With this approach, the substate area hopes to increase its "customer base" of employers as well as improve OJT outcomes. The workshops will also provide invaluable training for Pentad OJT specialists, who will offer one-on-one follow-up assistance for companies that undertake OJT contracts. **The Pentad PIC, Wenatchee, WA.**

2. Monitoring to Ensure Quality Training

Monitoring arrangements for OJT contracts have traditionally focused on determining whether the employer is carrying out the terms of the contract and authorizing reimbursement for training. Although necessary, compliance-oriented monitoring procedures do not in themselves ensure that participants are receiving high-quality instruction and making adequate progress toward their training goals.

But monitoring can also be designed to help employers implement successful training plans by identifying unproductive teaching methods and communication problems and taking corrective action. To accomplish this, substate areas have developed procedures for regular contact with both the employer and the trainee to provide constructive evaluation and active support. The following examples illustrate alternatives for training-oriented monitoring.

Examples of Monitoring OJT Contracts for Training Quality

Example #1. In this substate area, the job developer visits the OJT site before the contract is awarded and contacts both the supervisor and the participant every 30 days for the duration of the contract. These monthly conversations give employers and participants an opportunity to comment on how the training is progressing and to identify potential problems. Thirty days after the contract begins, the participant is also mailed a short questionnaire asking about important elements of the employer's compliance (safety, wages, benefits, content of training) in clear, simple language. This helps the substate area identify any compliance problems that may be concealed by the employer.

The trainee and supervisor are both given one-page feedback forms that cover larger questions about the quality of training that has occurred and solicit input for future contracts. For example, the trainee is asked, "Does your supervisor tell you how you are progressing and make suggestions?" and "Do you feel comfortable discussing questions or problems with your supervisor?" The supervisor is asked to comment both on the trainee's performance during the contract and on the procedures and support received from the Job Council itself. Copies of the employee compliance questionnaire and the two feedback forms are included as Appendix 9-5. **The Job Council, Medford, OR.**

Example #2. In this substate area, OJT positions are monitored monthly through site visits from the job developer, who uses a two-page form that is completed on the basis of conversations with the supervisor and the trainee (see Appendix 9-6). Questions are directed mainly at the work site supervisor and cover aspects of the trainee's job performance and work habits, but the participant also provides input. The guide also allows the monitor to assess training through direct observation. **Kankakee Valley Job Training Program, Valparaiso, IN.**

Example #3. This substate area uses a similar approach, with monthly on-site visits and discussions with the participant and the supervisor. These visits also include a task-by-task review of the training plan and schedule to ensure that the trainee is acquiring all the skills outlined in the OJT contract. **Western Indiana PIC, Terre Haute, IN.**

Example #4. This substate area conducts on-site compliance reviews of each OJT employer every 6 months. Less formal monitoring of participants' progress takes place each month when the OJT case manager comes to the work site to pick up monthly invoices. These visits involve discussions with the employer and observations of training. At the end of the contract, there is also a formal performance evaluation that determines whether the participant has mastered the set of specific competencies defined in the OJT training outline. These competencies cover work maturity skills (grooming, following instructions, working with others, showing initiative) as well as job-specific skills. The performance review is completed during a three-way discussion between the participant, the supervisor, and the OJT case manager. **Florida Panhandle PIC, Panama City, FL.**

III. CASE EXAMPLES

A. OJT TO BUILD ON TRANSFERABLE SKILLS: CARSON/LOMITA/TORRANCE PIC, TORRANCE, CA

Context

Located in the heart of the Los Angeles area labor market, this substate area serves a diverse set of participants, including many with highly specialized skills. Unemployment is about 10%, however, and many applicants have already exhausted their UI benefits. Occupations in relative demand include clerical and administrative assistant jobs requiring computer skills, some branches of engineering and teaching, and medical technicians.

General Approach to OJT

Given the substate area's diverse client population, there was a definite need to develop an OJT targeting policy. Although staff apply the policy with commonsense flexibility, OJT is generally offered to individuals who have skills and experience relevant to occupations in demand, a minimum eighth-grade reading level, and no intractable barriers to immediate employment. The typical OJT client is medium- to high-skilled and needs immediate income. In keeping with this client policy, job developers target demand occupations in which transferable skills translate into good wages, such as clerical and technician-level positions. Policy sets an absolute wage floor of $6.25 per hour for OJT, but most positions pay considerably more. Staff routinely check the competitiveness of wages to ensure that the proposed OJT wage is reasonable. About 10% of EDWAA participants in this substate area receive training through OJT.

Delivery Arrangements

Most participants are required to participate in job search and employability skills workshops before proceeding to OJT. After assessment and development of a service plan, a client is referred to a job developer, who conducts a second "mini-assessment" of the client's transferable skills and determines whether OJT or regular job search is more appropriate. Most OJT positions are identified through general employer outreach, but job developers may search for positions suited to the needs of individual participants. To screen prospective OJT providers, the program has developed a comprehensive pre-award employer review.

In developing OJT contracts, the job developer works with the employer to determine a specific set of skills to be learned and number of training hours for each. Hours will depend on the complexity of the job and the participant's previous experience; most contracts do not exceed 480 hours. All contracts include provision for a 40-hour "tryout" period, and in PY 92 they were structured with payment points at completion and 90 days after completion of training, to encourage longer-term retention. A 12-week contract is typically monitored twice on-site, with more frequent telephone contacts if problems arise. During on-site monitoring, the employer and the job developer review the training plan and discuss specific skills for which the participant has been trained, competence attained, and potential problems.

Summary

This is a solid OJT program with a coherent overall design. Its underlying principle—that OJT is an effective way to translate transferable skills into high-wage-replacement jobs—is followed through on all levels, from client and occupational targeting to assessment, contract design, and monitoring.

B. OJT AS A PARTNERSHIP WITH THE EMPLOYER: PENTAD PIC, WENATCHEE, WA

Context

This five-county substate area in eastern Washington has a total population of less than 200,000 and an unemployment rate of about 11%. Agriculture, food processing, timber, and mining are the major industries, and the area is attracting some manufacturing and retail businesses. A large proportion of workers dislocated in recent years have come from the timber and mining industries. Many former timber and forestry workers have limited formal education and limited experience in other occupations; mine wages are high, and it is difficult to find wage replacement jobs for those not willing to relocate. The substate area operates out of three field offices.

General Approach to OJT

The PIC sees its main role as provider of training, and relatively few applicants receive only direct placement. Thus, OJT is an important tool for participants interested in immediate employment, and about 25% of the PY 92 retraining budget was allocated to OJT. Pentad OJT targeting policy states a preference for those who "lack the related education and experience required for the job," but participants with transferable skills who need further training are also welcomed. No specific occupations are targeted, but all OJT occupations must be in demand, lead to self-sufficiency, and provide upward mobility. The overall goal is to "cultivate the partnership idea of JTPA" in OJT; employers are expected to provide significant training, and the program is responsible for matching participants with the right attitude, basic skills, and work maturity.

Delivery Arrangements

Employer outreach and matching procedures vary. In one field office, participants are encouraged to distribute letters describing OJT possibilities during their own job search, and contracted ES staff play a part in job development and matching. In another field office, substate area job developers conduct general outreach and may contact employers on behalf of specific clients. This substate area has also created a videotape for marketing OJT and other services to employers.

The process of developing an OJT contract begins with a review of the employer and a formal job analysis conducted with the DACUM system (see Section II.B.1). The DACUM procedures result in a training plan that incorporates measures of competency for each skill. The overall length of training is determined from the occupation's DOT code, but the length and content of the plan may be adjusted for the client's experience. Contracts are performance based, with payments at the midpoint of training, on completion of training, and 13 weeks after completion if the client is retained. Staff conduct monthly on-site monitoring visits, which involve discussions with the trainee and the supervisor, and employer ratings of the participant's proficiency for each skill in the training outline. PIC board members also volunteer to observe OJT training. Pentad is developing an employer seminar to improve supervisors' work site training skills and expand the substate area's "customer base" of employers.

Summary

This approach strongly emphasizes the training aspect of OJT, with unusual attention given to job analysis and developing training outlines, training-oriented monitoring, and helping employers learn sound on-the-job instruction techniques. Because the DACUM system can be quite cumbersome to implement and can require several hours of the employer's time, job developers were at first reluctant to use it. However, the number of DACUM OJTs has risen steadily as staff have become more comfortable and experienced using it.

C. Employer-Provided Training without Wage Reimbursement—A Flexible Alternative to OJT: Central Ohio Rural Consortium, Newark, OH

Responding to criticisms of traditional OJT, a number of substate areas across the country have undertaken to redesign their work site training services "from the ground up." In doing so, they have begun to explore new possibilities for individual training arrangements that could ultimately serve as true alternatives to OJT. One such idea is the **Triangle Contract**, developed by the Central Ohio Rural Consortium (CORC). This approach is presented as an innovative way to gain some of the advantages of employer-provided training without providing wage reimbursement.

The Triangle Contract was created in PY 91, as CORC set out to reform its existing OJT practices. The working group formed for this purpose concluded that the coming changes in federal regulations presented an opportunity to introduce a fundamentally new training arrangement that would serve many of the same functions as OJT.

In essence, the Triangle Contract is an umbrella agreement outlining the actions that the participant, the employer, and the substate area will undertake to assist the participant in training for a specific job. Typically, the employer agrees to hire the participant for a particular position—with the hours, wages, and benefits specified—and to allow training to take place during working hours; the substate area agrees to fund training and supportive services in some form; the participant agrees to complete training and perform in a satisfactory way on the job. Employer and participant also agree to conduct performance appraisals and to communicate regularly with CORC. Other agreements are added as needed.

Within this broad framework, a great variety of training arrangements are possible. For example, the contract may be structured so that:

- The participant receives part-time occupational skills training at a community college or other regular training institution with tuition paid by the substate area.
- The participant undertakes self-study guided by the employer, with training materials (such as books, tools, or computer tutorials) provided through the substate area.

Like traditional OJT, the Triangle Contract provides immediate employment and job-specific training for participants. However, it differs from standard OJT contracts in three important ways. First, the training support provided by Triangle Contracts are not linked to participant wage support; the amount of training support is always based on the direct costs of training. Second, the format allows for much greater flexibility, permitting a complex set of specific undertakings by several parties—including the participant and outside training institutions, where applicable—to be designed and enforced under the same umbrella agreement. Contracts lay out specific responsibilities of the trainee, the employer, and the substate area, as well as expected outcomes for the participant and the employer.

Finally, the Triangle Contract makes it easier for the substate area to engage in **personal support** for the participant both during and after training. This could, for example, take the form of a participant's undertaking to complete personal or family counseling; a substate area commitment to provide child care, tools, or other support during the first months of work; or an employer agreement to pay release-time wages for training taken off-site. As such, it offers an effective means for integrating and tailoring training, participant support, and crisis adjustment services.

The Triangle Contract was originally conceived for EDWAA participants but has since been extended to the Title II-A program. Its flexibility allows it to be used for a wide variety of participants and training situations, but it is perhaps best suited for relatively job-ready dislocated workers who need skills enhancements and enhanced supportive services.

Monitoring is carried out through biweekly contacts with both the participant and the employer. Unlike standard OJT practice, two CORC staff are responsible for monitoring: participants are contacted by their CORC case managers, and employer liaison is handled by the job developer. CORC staff feel that both the trainee and the employer will discuss problems more freely if there are separate channels of communication. The CORC case manager and the job developer meet regularly to compare perspectives and discuss any actions to be taken by the substate area.

IV. RESOURCES

This chapter has provided an overview of some well-developed or innovative OJT practices now in use by EDWAA substate areas. However, it is not intended as a detailed guide to compliance with federal or state JTPA regulations. For comprehensive information on policies and procedures needed to comply with such regulations, the following OJT guides are available.

National Alliance of Business, *High Performance OJT: A Technical Assistance Guide*. Washington, DC: National Alliance of Business, 1993, (202) 457-0040.

Oversight Systems, Inc. *On-the-Job Training Policies and Procedures Manual* and *On-the-Job Training Policies and Procedures Technical Assistance Guide* (Revised edition). Cranston, RI: Oversight Systems, 1993, (401) 943-0057.

ORGANIZATIONAL ISSUES

10. PROVIDING HIGH QUALITY SERVICES: ORGANIZATION AND STAFF ISSUES

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10. PROVIDING HIGH QUALITY SERVICES: ORGANIZATION AND STAFF ISSUES

I. CHALLENGES

The preceding chapters have focused on characteristics of particular services that are of high quality and responsive to the needs of dislocated workers. From the fieldwork conducted for this guide, however, it is clear that leadership and staff commitment to client-centered services are critical elements in the development and implementation of these responsive services. This chapter highlights, therefore, some of the ways that substate areas promote high quality services through organization and staff development techniques, which were adopted to address two important challenges.

- **Promoting high quality, client-centered services.**

As emphasized throughout this guide, the diversity of dislocated workers' skills and previous experiences makes client-centered services essential. As discussed in Chapters 3 and 4, at the individual level, a client-centered approach requires an assessment of each individual's abilities and barriers, the development of an individualized service plan, and the availability of a wide range of services. At the organizational level, a client-centered approach requires a systematic evaluation of whether the substate area's practices and services are meeting the needs of clients (e.g., through feedback from clients or from staff delivering services) and, when problems are found, identification and implementation of alternative practices or services that are more responsive to clients' needs.

- **Developing staff skills and avoiding staff "burnout."**

The second challenge for substate areas is to develop staff with a strong commitment to high quality services and the expertise to provide such services. EDWAA staff require a wide range of skills (e.g., the ability to provide rapid response services, assess clients' needs and abilities, provide career counseling and guidance, identify signs of stress, and help clients address such needs). Further, particularly during a recession, EDWAA staff often work under pressures of high caseloads and the unpredictable crises that result from large-scale dislocations. Developing staff skills and maintaining morale and productivity have been difficult tasks for many substate areas.

II. STRATEGIES

A. STRATEGIES FOR PROMOTING HIGH QUALITY, CLIENT-CENTERED SERVICES

1. Viewing Services from the Client's Perspective

An important strategy in developing client-centered services is to determine **how clients view services**. One approach is to obtain **feedback from clients** about their satisfaction with services and suggestions about how services can be improved. Substate areas have used a wide range of tools to obtain feedback, including client surveys, focus groups of samples of participants, and evaluation forms that clients fill out at the end of a workshop. Another approach used by some substate areas is to try to **"simulate" services from a client's perspective** by having staff participate in services. A third approach is to **hire former dislocated workers** who can empathize with the problems faced by participants. The following are examples of substate areas that have used these strategies to better focus their services on clients' needs.

Examples of Obtaining Feedback from Clients

Example #1—Obtaining Input from Clients. The rapid response contractor hires only former dislocated workers as staff because they have personal knowledge of what it means to be dislocated. In addition, the executive director has an "open door" policy for clients: his office is located right by the front door, and clients are encouraged to stop in to talk with him. As a result of this feedback to the director, the program design focuses heavily on basic readjustment and relatively generous supportive services. **New Mexico Balance of State, Santa Fe, NM.**

Example #2—Training That Emphasizes Clients' Experiences. In this substate area, clients are encouraged to give feedback regarding services and suggestions for improvement through talking directly with staff or using a suggestion box. Training for all new case management staff includes going through the process that a client would go through: intake, eligibility determination, assessment, and service planning. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

2. Emphasis on Continuous Improvement

Another strategy for providing high quality services is to emphasize **continuous improvement of services**. For EDWAA programs implementing this strategy, all aspects of the organization and the work processes of the organization are viewed as potential targets for improvement. Continually improving the organization is considered every employee's responsibility.

Examples of Emphasis on Continuous Improvement

Example #1—Obtaining Input from Intake Staff. In addition to redesigning major aspects of their service system, such as case management, staff in this substate area have been trained to look for small ways to improve services. One example is the services provided by front desk staff. Such staff frequently have the first contact with a client and often hear something from the client or observe something that is important information for providing appropriate services. The program designed a form that includes space for front desk staff to report such information when referring a client for an intake appointment. **North Central Indiana PIC, Peru, IN.**

Example #2—Implementing Staff Suggestions. Staff suggestions regarding how to improve services are actively solicited and frequently implemented in this substate area. For example, when staff reported that the assessment tool they were using seemed to underestimate reading levels, the agency researched and selected a new assessment instrument and provided extensive in-house training in its use. In another instance, a case manager found that some clients' efforts to find jobs were hampered by telephone problems. If a child did not take messages or if a relative did not speak English well, the client might miss an opportunity for a job interview. The case manager suggested buying answering machines to lend to clients, which the agency did. The answering machines are now popular with clients and have helped some find jobs. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

3. Collecting Data to Improve Services

A third strategy used by substate areas to improve the quality of services is to **collect and analyze data** to improve services and systems. Rather than basing decisions on what managers or staff feel is the best course of action, decision-makers analyze facts to make decisions. Staff are taught to design statistical experiments, collect data, present the data in charts and graphs, and make decisions on the basis of the data.

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Example of Collecting Data

Collecting Data on Interviewing Skills. This agency identified staff interviewing skills as a target for improvement. The team assigned to improving this process first identified several questions they wanted to answer, including:

- "Do all our staff have high quality skills for interviewing participants?"
- "If not, then do we have problems with interviewing skills across the agency (in which case agency-wide training would be appropriate) or only among certain staff (in which case training for individuals would be appropriate)?"
- "In which aspects of interviewing are we weakest and most in need of training?"

To answer these questions, the team identified the characteristics of high-quality interviewing services to be used as "quality criteria." Over a 6-month period, a staff member observed agency staff conducting interviews with clients and rated the interviewing skills against the quality criteria. She compiled the data and presented it to the team. On the basis of the results, the team made recommendations for training. After training is complete, the staff member will again observe staff conducting interviews to measure the results of the training. **North Central Indiana PIC, Peru, IN.**

4. Involvement of Outside Agencies in Quality Improvement Efforts

Another strategy used by EDWAA programs to improve service quality is to **extend quality improvement efforts to outside organizations.** Some EDWAA programs take a proactive approach to working with classroom training providers and other human service agencies in the community to improve the quality of services.

Examples of Involving Outside Agencies

Example #1—Establishing Integrated Service Centers. This substate area has worked extensively with other agencies to improve coordination of services among different human service agencies. Six Job Centers were established (one in each of the five counties in the substate area, plus one at a local technical college). The substate area and the ES are the primary partners of this "decentralized, coordinated, and integrated system," and serve as the base for active participation by other agencies. The agencies collaborating in the Job Centers are seeking to improve the quality of the services their clients receive through a variety of quality improvement strategies, including cross-training of staff from the various agencies and client-focused work groups to determine the additional services that are needed by clients. **Southwestern Wisconsin PIC, Dodgeville, WI.**

Example #2—Establishing a Coordinating Council. This program actively participates in a regional Human Investment Council involving approximately 30 social service agencies. The goal of the council is to improve the quality of services received by clients of the various agencies. Strategies for reaching this goal include developing an integrated case management handbook and process and developing integrated intake, assessment, and eligibility practices. In addition to taking a leadership role in the Human Investment Council, the substate area also works actively with its primary classroom training provider to improve the quality of training received by EDWAA participants. **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

B. STRATEGIES TO DEVELOP STAFF SKILLS

1. Emphasis on Staff Development

Several substate areas have invested significant resources in **staff development**. In these sites, staff receive extensive training when **first hired** and on an **ongoing basis** in important knowledge areas (e.g., EDWAA regulations), job-specific skills (e.g., conducting rapid response, assessing transferable skills), and "high-performance organization" skills (e.g., building effective teams and quality improvement tools). These substate areas also hold frequent staff meetings and retreats for staff development activities.

Examples of Staff Development Practices

Example #1—Training for Case Managers. New case managers in this substate area typically go through a 6-week training period before working individually with participants, including going through all the steps of the service process that a participant would go through. The case management team has multi-day retreats twice a year, which are focused on team-building activities. The agency also conducts special training on specific topics, sometimes by in-house staff with specialized knowledge and sometimes by outside consultants (e.g., "Case Management: Empowering Clients Toward Change"). **Corpus Christi/Nueces County PIC, Corpus Christi, TX.**

Example #2—Training in Total Quality Management. In embarking on a changeover to Total Quality Management (TQM), this EDWAA program sponsored extensive staff training in the skills associated with this management approach. Several staff attended a multi-day training in TQM, and a consultant conducted an all-staff training. A few staff are going through extensive training in TQM, with the expectation that they will become trainers for the rest of the substate area. **Central Ohio Rural Consortium, Newark, OH.**

2. Emphasis on Teams

Another strategy used by substate areas to enhance staff development and avoid staff burnout is to use a **team as the primary work unit**. In some programs, staff are organized into work teams rather than having a traditional hierarchical organizational structure. Some teams are formed along **task lines**, such as case management or accounting services. Other teams **cut across departments** and disciplines to address specific issues, such as selecting new assessment instruments or developing new case management procedures. Teams may be given authority to **make decisions** that traditionally would be made by managers. In several cases, personnel systems, such as hiring, performance reviews, awards, and job descriptions, have been modified to reflect the team emphasis by focusing on teamwork skills and team accomplishments rather than individual skills and accomplishments.

Example of Using Teams

Using Teams to Design and Provide Services. In this substate area, staff are organized into teams. The Program Operations Team handles EDWAA rapid response activities and all up-front services, such as intake and eligibility determination. Other services for EDWAA clients are provided by the Dislocated Worker Team. Teams are available for problem solving; for example, case managers discuss their clients' progress and any problems encountered in team meetings. Furthermore, the teams have significant input into the policies and procedures that affect their work. For example, line staff write the first draft of procedures and review drafts of new policies. When major decisions need to be made, the agency uses a group decision-making and consensus-building process. Task forces are created to address specific issues. One recent task force redesigned the agency's OJT procedures and forms; another conducted extensive research into vocational assessment instruments and selected the one they decided best met the needs of agency clients. **The Job Council, Medford, OR.**

III. CASE EXAMPLES

A. IMPLEMENTING TOTAL QUALITY MANAGEMENT: NORTH CENTRAL INDIANA PRIVATE INDUSTRY COUNCIL, PERU, IN

Context

Manufacturing in auto-related and electronics industries forms a large part of the economy in this six-county, rural area north of Indianapolis. Dislocation continues to occur among smaller employers, and a large Air Force base is scheduled for closure in 1994. EDWAA funding is primarily from formula and general-purpose state discretionary grants.

Reasons for Adopting TQM

Substate area staff became interested in TQM through their efforts to increase their collaboration with other human service agencies. In working with other agencies to develop more effective services, the substate area realized they needed to redesign their own case management system. They turned to TQM because they wanted a case management system in which line staff could make decisions quickly to meet the needs of participants, and they found that traditional management styles did not support extensive decision-making by line staff.

Process of Adopting TQM

An outside consultant was hired to help the substate area develop a process for adopting TQM. The first step was to train managers in the new skills they would need to shift from traditional management styles to the TQM management roles of "mentors, coaches, and staff developers." Line staff were then trained in teamwork skills, such as conflict resolution and consensus building. Staff were trained in TQM continuous-improvement skills such as identifying improvement targets, designing experiments, collecting and analyzing data, and using the data to make decisions.

The substate area has a full-time quality coordinator, who continues to train staff in TQM skills. She also works with cross-departmental process improvement teams that are created to address specific improvement targets. The substate area also established a quality council, where process improvement teams bring the results of their data collection activities and suggestions for improvements in the organization.

Results of Adopting TQM

This substate area has found TQM to be a useful tool in providing client-oriented services and improving staff skills. A dedication to providing high quality, client-focused services permeates the organization from top managers to line staff. Staff morale is high; staff have a strong sense of ownership, are empowered to make decisions that affect their work, and have influence over the policies and practices of the agency. Staff receive extensive ongoing training in job-specific skills and TQM skills. Adopting TQM has resulted in significant, ongoing efforts to create higher-quality services for participants.

B. Giving Priority to High-Quality Services: Corpus Christi/Nueces County Private Industry Council, Corpus Christi, TX

Context

The city of Corpus Christi and the surrounding county make up this substate area. Corpus Christi is a port town with a large natural harbor, and its economy historically has been connected to the sea. In recent years, the economy has shifted to a dependence on services, government, and retail. A large proportion of dislocated workers are long-term unemployed who have problems with basic skills. EDWAA funding is primarily from formula funds.

Emphasis on High-Quality Services

The management of this substate area always has placed top priority on providing high-quality services. The EDWAA director reported that when they designed a new case management system a few years ago, they specifically tackled the issue of how to design a system that would meet the needs of clients while still fulfilling EDWAA requirements. The substate area identified that its primary goal was to have EDWAA participants successfully complete a high quality training program. To meet this goal, the substate area designed a system that places a strong emphasis on staff development, a management structure that facilitates the input of line staff into decision-making, and continuous efforts to improve the quality of services.

This substate area also uses computers to enhance the quality of services. For example, each case manager, eligibility worker, or any other line staff person has a networked computer and can gain access to an on-line appointment and scheduling system at any time. The system tracks all client appointments and maintains a summary of client demographics and service information. If a case manager wishes to see whether a client has completed an assessment, for example, she can simply call up the appointment calendar on her computer and note the status of the client.

Results of Emphasis on High-Quality Services

Staff morale in this agency seems exceptionally high. Turnover is very low, and case managers show strong commitment to their clients. The strategies this agency has used to implement a "quality first" philosophy have resulted in a number of innovations in service design.

APPENDICES

APPENDICES TO CHAPTER 2

Appendix 2-1

CARSON/LOMITA/TORRANCE PRIVATE INDUSTRY COUNCIL

CAREER FOCUS PROFILE/APPLICATION
AEROSPACE: PROFESSIONAL

GENERAL INFORMATION

NAME: ____________________

ADDRESS: ____________________

CITY STATE ZIP: ____________________

HOME PHONE NUMBER: (   ) __________ WORK PHONE NUMBER: (   ) __________

DATE OF BIRTH: ____/____/____

ALTERNATE CONTACT/MESSAGE (SOMEONE WHO DOES NOT LIVE WITH YOU):

____

NAME RELATIONSHIP ADDRESS PHONE

PRIMARY LANGUAGE SPOKEN: __________ OTHER LANGUAGES: __________

COMPANY LAID-OFF FROM: ____________________

POSITION: ____________________

IF CURRENTLY EMPLOYED, LIST WORK HOURS/SHIFT: __________

YEARS WITH COMPANY: __________ HOURLY WAGE: __________

MARITAL STATUS: ☐ MARRIED ☐ DIVORCED ☐ SINGLE

DO YOU HAVE DEPENDENTS: ☐ YES ☐ NO IF YES, HOW MANY: ______

ARE YOU THE PRIMARY WAGE EARNER AT HOME?: ☐ YES ☐ NO

DO YOU HAVE AN OUTSIDE SOURCE OF INCOME (SPOUSE, CHILDREN, PARENT, ETC.)?

☐ YES ☐ NO IF YES, EXPLAIN: __________

DO YOU HAVE OUTSTANDING DEBITS (HOUSE, CAR, INSURANCE, ETC.)?

☐ YES ☐ NO IF YES, EXPLAIN: __________

TYPE OF TRANSPORTATION: ____________________

CURRENT DRIVER'S LICENSE: ☐ YES ☐ NO

HIGHEST EDUCATIONAL LEVEL ACHIEVED: ____________________

HIGH SCHOOL DIPLOMA/GED: ☐ YES ☐ NO

List *all* jobs you have held. Put your present or most recent job first, if you need more space, you may attach additional sheets of plain paper.

COMPANY	STREET ADDRESS	FROM (MO/YR)	TO (MO/YR)
CITY	STATE	SALARY	HRS/WEEK
SUPERVISOR'S NAME AND PHONE NUMBER	REASON FOR LEAVING		
YOUR JOB WAS:			

COMPANY	STREET ADDRESS	FROM (MO/YR)	TO (MO/YR)
CITY	STATE	SALARY	HRS/WEEK
SUPERVISOR'S NAME AND PHONE NUMBER	REASON FOR LEAVING		
YOUR JOB WAS:			

COMPANY	STREET ADDRESS	FROM (MO/YR)	TO (MO/YR)
CITY	STATE	SALARY	HRS/WEEK
SUPERVISOR'S NAME AND PHONE NUMBER	REASON FOR LEAVING		
YOUR JOB WAS:			

STATEMENT: I hereby certify that all statements made in this application are true and complete, and that any misstatements of material facts may subject me to disqualification or denial of participation in a JTPA program:

Signature

Date

COLLEGE/TECHNICAL SCHOOL: ____________________

HAVE YOU SIGNED UP FOR SELECTIVE SERVICE?

☐ YES ☐ NO ☐ DOES NOT APPLY

MILITARY RECORD: ☐ YES ☐ NO BRANCH/RANK: ____________

VETERANS STATUS: ☐ VIETNAM ERA ☐ RECENTLY SEPARATED

☐ DISABLED OTHER ☐ NOT A VETERAN

WHAT TYPE(S) OF RE-EMPLOYMENT SERVICES ARE YOU INTERESTED IN?

___ ON-THE-JOB TRAINING ___ DIRECT JOB PLACEMENT/REFERRALS

CLASSROOM TRAINING:

___ CIVIL ENGINEERING ___ MANAGEMENT INFORMATION SYSTEMS

___ CAD/CAM ___ CAL-OSHA

___ TOTAL QUALITY MANAGEMENT ___ COMPUTER

___ COMPUTERIZED ACCOUNTING ___ WORD PROCESSING

___ ADVANCED MATH/REFRESHER ___ ADVANCED ENGLISH REFRESHER

___ CATIA ___ MEDICAL/HEALTH OCCUPATIONS
SPECIFY: ____________

___ HAZARDOUS MATERIALS TECHNOLOGY ___ TELECOMMUNICATION TECHNICIAN

___ COMPUTER REFRESHER ___ TEACHING
  ___ LANGUAGE "C" ___ COBOL
  ___ PASCAL ___ OTHER: _____

___ ENTREPRENEURIAL TRAINING/CONSULTING (MUST HAVE 4 YEARS DEGREE OR 5 YEARS OF MANAGERIAL EXPERIENCE.)

___ OTHER (SPECIFY): ____________________

OTHER SERVICES:

___ JOB SEARCH STRATEGIES ___ INTERVIEWING TECHNIQUES

___ PERSONAL DEVELOPMENT ___ FINANCIAL COUNSELING

___ CAREER GUIDANCE/COUNSELING ___ CAREER TRANSITION

DO YOU FEEL THAT YOU HAVE ANY BARRIERS THAT AFFECT YOUR EMPLOYABILITY? (PLEASE CHECK ALL THAT APPLY)

___ HAVEN'T HAD TO LOOK FOR A JOB IN 5 YEARS OR MORE

___ LANGUAGE ___ READING/MATH/WRITING SKILLS

Appendix 2-1 continued

___ LACK OF UPDATED SKILLS

___ NEW TO AREA

___ AGE

___ DON'T HAVE TRANSPORTATION

___ DRIVING RECORD

___ SUBSTANCE DEPENDENCY

___ DON'T HAVE CHILD CARE

___ OTHER: ____________________

___ LACK ASSERTIVENESS

___ NOT MANY JOBS IN CURRENT FIELD

___ HEALTH/PHYSICAL CONDITION

___ DON'T HAVE DRIVER'S LICENSE

___ LACK NECESSARY DEGREE/CERTIFICATE

___ LACK STABLE WORK HISTORY

___ HIGHLY SPECIALIZED IN LIMITED INDUSTRY

WHAT WORK SKILLS DO YOU HAVE?

___ INFORMATION SYSTEMS

___ COMPUTER PROGRAMMING

___ SYSTEMS ANALYST

___ SECRETARIAL

___ PAYROLL

___ INSTRUMENTATION/CALIBERATION

___ CAD/CAM

___ TECHNICAL WRITING

___ MECHANICAL REPAIR

___ PREPARE RFPS

___ PROCUREMENT

___ STATISTITIAN

___ SOFTWARE:
 ___ LANGUAGE "C" ___ COBOL
 ___ PASCAL ___ ADA

___ MANAGEMENT
 ___ TQM ___ JIT

___ HUMAN RESOURCES

___ SYSTEMS DESIGN

___ DATA ENTRY/WORD PROCESSING

___ COMPUTERIZED ACCOUNTING

___ HAZMAT

___ RESEARCH & DEVELOPMENT

___ CONTRACT ADMINISTRATION

___ COMMUNICATION SKILLS

___ TRAINING/TEACHING

___ ELECTRICAL/ELECTRONIC REPAIR

___ TEST TECHNICIAN

___ FINANCIAL ANALYSIS

___ SCIENTIST (SPECIFY): ______________

___ INSPECTORS - QUALITY CONTROL QUALITY ASSURANCE

___ ENGINEERING (SPECIFY): ____________
 ___ M.T.S ___ STAFF

___ COST ESTIMATION

___ OTHER: ____

Appendix 2-1 continued

WHAT TYPES OF WORK ARE YOU INTERESTED IN?

____

____

___ OTHER (SPECIFY): ______________________________

WHAT TYPE OF WORK DO YOU LIKE LEAST?

____

____

HOW MANY MILES ARE YOU WILLING TO TRAVEL TO WORK OR SCHOOL? __________

WHAT IS THE MINIMUM SALARY YOU WILL ACCEPT? $ ________________

WHAT ARE YOUR PERSONAL INTERESTS?

____

____

WHAT ARE YOUR FUTURE PLANS?

___ SEEK A NEW JOB

___ RETIRE

___ BECOME INDEPENDENT CONSULTANT

___ MOVE OUT OF STATE

___ ENROLL IN TRAINING

___ OPEN OWN BUSINESS

___ TAKE VACATION

___ CAREER TRANSITION

___ OTHER: ______________________________________

5/92

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Appendix 2-1 completed

COMMENTS: ____

____

____

____

OFFICE USE ONLY

STAFF COMMENTS: ____

____

____

____

APPLICANT GOALS:

___ CAREER EXPLORATION
___ CAREER ENHANCEMENT
___ READING/MATH REFRESHER
___ ON-THE-JOB TRAINING
___ ESL/LITERACY

___ CAREER TRANSITION
___ PERSONAL DYNAMICS
___ EMPLOYMENT PREPARATION
___ JOB SEARCH/REFERRALS
___ VOCATIONAL TRAINING

___ OTHER: ____

ESTIMATED DATE OF LAYOFF: ____

REFERRALS: ____

CARSON/LOMITA/TORRANCE
PRIVATE INDUSTRY COUNCIL
Bringing Jobs & People Together

5/92/CA/220

Equal opportunity train

Appendix 2-2

WORKER INFORMATION AND INTEREST SURVEY

MEDFORD CORPORATION

The information provided on this questionnaire is confidential. It will be used to assist you in becoming re-employed. Statistical information will be compiled and may be disclosed to federal and state officials in order to access funds to assist you.

****

NAME: PHONE:
ADDRESS.
SOCIAL SECURITY NUMBER DATE OF BIRTH
MARITAL STATUS: MARRIED ______ SINGLE ______
HOW MANY PEOPLE DO YOU SUPPORT WITH YOUR INCOME? ____ # UNDER 18? ____
DOES ANYONE IN YOUR HOUSEHOLD CONTRIBUTE? YES _____ NO _____
IF YES, WHO? SPOUSE _____ CHILD _____ OTHER ____________________

****

1. a) Do you think there is a possibility that you will be recalled to work? YES ___ NO ___

   b) Do you anticipate being able to transfer to another job site within your company? YES _____ NO _____

2. a) Do you want help finding another job: YES _____ NO _____

   b) Would you like to participate in a workshop to improve your ability to search for a job? (The program teaches job search skills, provides you with a resume and offers continuing assistance with your job search.) YES _____ NO _____

3. a) Are you interested in training for a new occupation? YES _____ NO _____

   b) What occupation? ____________________________________

   c) Do you want to attend school to obtain this training? YES NO _____

   d) Apprenticeship Program? YES ___ NO ___ On The Job Training? YES ___ NO ___

4. a) Do you have dependable transportation? YES _____ NO _____

   b) How far are you willing to commute? __________ miles one-way.

5. a) Are you willing to relocate within Oregon? YES _____ NO

   b) Out of state? YES _____ NO _____

6. Are you planning to retire within 5 yrs? YES _____ NO _____

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Appendix 2-2 continued

12. Is there anything else that we should know about your physical limitations or other needs such as child care, disabled household member etc.? ____________________________

____

Have you contacted Vocational Rehab Division? YES______ NO______

13. Are you a veteran? YES ___ NO ___ Are you entitled to Veterans benefits? YES ___ NO ___

Vietnam Era veteran ? YES_____ NO _____

14. Check the areas that you feel you need to upgrade:
MATH __________ READING __________WRITING __________

15. If you could attend school to be retrained, how long could you remain in school:

WITH an income or UI benefits	WITHOUT an income or UI benefits
______ 1 - 6 Weeks	______ 1 - 6 Weeks
______ 6 - 12 Weeks	______ 6 - 12 Weeks
______ 3 - 6 Months	______ 3 - 6 Months
______ 6 Months - 1 Year	______ 6 Months - 1 Year
______ 1 - 2 Years	______ 1 - 2 Years

16. Do you need assistance/counseling in any of the following areas? Check all that apply.

______ Financial Affairs
______ Credit or Debts
______ Mortgage, rent, utilities
______ Stress/Mental Health
______ Family Problems
______ Alcohol or drug abuse
______ Child care
______ Local Job Market
______ Labor Market info Rogue Valley
______ Labor Market info in the State of Oregon

______ Education Finances
______ Relocation
______ Veterans Benefits
______ Retirement Planning
______ Legal Problems
______ Health Care
______ Unemployment
______ Insurance
______ Interviewing
______ Resumes

17. Is there anything else that we need to know about your job research or other problems or plans?

COMMENTS: ____

____

____

18. Are there any other activities we should be doing to assist you or other workers?

COMMENTS: ____

____

____

Appendix 2-2 completed

7. a) Have you found another job? YES ______ NO ______

b) If yes:

Employer ______________________________ Phone No. ____________

Job Title ______________________________

Wage __________ Hours per week __________ Start Date __________

Is this firm hiring other new employees? YES ______ NO ______

Is this is a survival job until you can get something comparable to your last job?

YES ______ NO ______

8. a) To help us assess your job skills please complete the following:

Current or most recent employer: ______________________________

Date Ended ______________________________

Job Title ______________________________

Description of Work ______________________________

____

Hourly Wage __________ No. of Hours per Week __________

b) Please complete the following concerning previous employers:

Employer ______________________________

Job Title ______________________________

Description of Work ______________________________

____

Employer ______________________________

Job Title ______________________________

Description of Work ______________________________

____

Employer ______________________________

Job Title ______________________________

Description of Work ______________________________

____

Employer ______________________________

Job Title ______________________________

Description of Work ______________________________

____

9. List all other job skills including those learned in part time & volunteer work:

1. ____________________ 5. ____________________
2. ____________________ 6. ____________________
3. ____________________ 7. ____________________
4. ____________________ 8. ____________________

10. Circle Highest Year Completed in School:

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 ( ) Diploma ( ) GED

11. a) Additional Schooling? ______________________________

b) Special Training or Certificates ? ______________________________

____

Appendix 2-3

ON-SITE WORKER SURVEY AND QUESTIONNAIRE OF BACKGROUND, EXPERIENCE, SKILLS AND INTERESTS

The confidential information you provide within this questionnaire is for the sole purpose of assisting you in obtaining employment.

I. Personal Information

NAME AND ADDRESS   Date: ____________

Name: ____________________________   Social Security No.:___-___-___

Address:____

City: ______________________ State: _________________ Zip: __________

Telephone:(   )   -

Do you want the committee's help in finding another job? ____

BACKGROUND

Head of Household: ____________________________ Yes ☐ No ☐

Number of dependents:__________________________

Spouse employed: Yes ☐ No ☐

Special family circumstances:

____

____

____

II. Employment Information

HAVE YOU FOUND ANOTHER JOB? Yes ☐ No ☐

Hours per week: ____   Wage: $__________

Type of job or job title: ____

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If yes list employer's name, address, and phone number

____
____
____

Is this firm hiring? Yes ☐ No ☐

III. PAST OR PRESENT WORK EXPERIENCE

Job Title: __________________ Department: __________________

Wage (current or layoff): $_____ Seniority date: ________ mm/dd/yy

Date of layoff (past or anticipated): ________ mm/dd/yy

Present job skill(s)
(1)__________________________
(2)__________________________
(3)__________________________

Previous job at this plant:

Previous job skill(s)
(1)__________________________
(2)__________________________
(3)__________________________

Other jobs, hobbies, voluntary activities, and skills that may be useful in the job market:

(1)____
(2)____
(3)____

Appendix 2-3 continued

IV. OPTIONS AND PREFERENCES FOR A NEW JOB OR CAREER:

What options are you considering for the future:
Search for new job:

immediately ☐ immediately after layoff ☐

some time after layoff ☐ don't know ☐

Training ☐ What type: ____________________

Education ☐ What type: ____________________

Start own business ☐ What type: ____________________

Retire ☐

V. VOCATIONAL EDUCATIONAL NEEDS

Highest school grade completed: ____ Degree or certificate: ____

Other formal training: ______________________________

Foreign language skills: ______________________________

Do you need help in basic skills: English: ☐ Reading ☐ Math ☐

Do you want to participate in any adult education courses?

Yes ☐ No ☐

If you have not finished high school, are you interested in a GED program?
Yes ☐ No ☐

Are you interested in training for the following:
improving existing skills? _________
learning new skills? _________
certificate programs (welding, electrical, etc.) _______

If yes, what type of training? ______________________________

VI. JOB SEARCH

Will you participate in a workshop to improve your ability to search for a job? The program will teach skills, provide you a resume, and offer continuing support and encouragement during the job search.
Yes ☐ No ☐

Do you have a car? Yes ☐ No ☐

Willing to commute? Yes ☐ No ☐

How far round trip miles? ____

Willing to relocate within the state? Yes ☐ No ☐

Out of state? Yes ☐ No ☐

Date available for work: _________ (mm/dd/yy) Available for shift work:___

Hourly wage you expect in your next job? $_______

Minimum wage acceptable: $________ Benefits required: _________

Company (if known): ____________________________

VII. OTHER SERVICES

Do you need any counseling or assistance with:

financial affairs ____
credit or debts ____
mortgage, rent, utilities ____
stress/mental health ____
family problems ____
alcohol or drug abuse ____
child care ____
social services (food stamps, AFDC) ____

education finance ____
relocation ____
veteran's benefit ____
retirement planning ____
legal problems ____
health care ____
unemployment insurance____

VIII. COMMENTS

Is there anything else that the committee should know about your job search or other problems or plans?

____

____

____

Are there any other activities that the committee should be doing to assist you or other workers?

____

____

____

Can you help the committee in finding work for others?

____

____

____

APPENDICES TO CHAPTER 3

Name______________________ **Appendix 3-1**

COMPANY INFORMATION

Date______________________

Type of Contact: ________Phone ________Visit

Company:______________________

Address: ______________________Phone #:______________________

Contact Person______________________Title:______________________

Position you are researching:______________________

Suggested Questions

1. What qualifications and types of skills do you seek in applicants for this position?

____

____

2. Do you need education/training to be considered for this job? If so, what type?

____

3. Do you prefer graduates of particular schools or training programs?

____

4. Any schools you would not recommend?

____

5. What is entry level salary? What are advancement and educational opportunities?

____

6. What salary would be expected in 2 years?______________________

7. What's the top salary?______________________

8. Does this job have any special requirements such as travel, shift work, special license etc.?

____

9. How many openings do you anticipate in the next year?______________________

10. How many applicants do you anticipate per opening?______________________

11. Do you know of other companies who hire for this or similar positions?

____

Additional Comments:

____

____

Training Research Packet Form

Appendix 3-1 completed

Name: ____________________

SCHOOL INFORMATION

Date ____________________

Please meet with at least two school instructors/counselor in person.

School ____________________

Address ____________________

Instructor/Counselor contacted ____________________ Phone # ____________________
(circle one)

Vocational training you are researching: ____________________

What are entrance requirements/prerequisites? ____________________

How long does this training take to complete? ____________________

Do you receive a degree or certificate? ____________________

Are these classes offered in daytime? __________ Evening __________ Both __________

Is tutoring available for these subjects through your school? ____________________

Are your instructors in contact with employers on a regular basis? ____________________

Is there a job search/placement component to the program? ____________________

Is there an advisory council on this course of training? ____________________

What is starting salary? ____________________

How many graduates from this course find work? ____________________

How many students drop out and why? ____________________

What financial aid is available through your school? ____________________

When is the next start date? ____________________

Is there a co-op or internship component to this program? ____________________

What is the total cost of this program?

Books ____________________

Supplies ____________________

Tuition ____________________

Other ____________________

Total ____________________

martha/maschoo2

Appendix 3-2

Name: ____________________

SKILLS AND SUPPORT CHECKLIST - PERSONAL SKILLS

Reference	Personal Skill Area	Asset	Barrier	Critical Barrier
A	Ability to stand			
A	Ability to sit			
A	Ability to bend			
A	Ability to lift			
A	Eyesight			
A	Hearing			
C	Transportation			
C	Driver's license			
D	Food			
D	Child care			
D	Support of family or friends			
D	Adequate income			
E	Interest in reducing dependency on subsidized programs			
F	Criminal record			
F	Probation			
F	Garnishments			
G	General health			
G	Mental health			
G	Dental health			
G	Chronic illness			
G	Addiction/Dependency			
Other	Communication Skills			
Other	Decision making skills			
Other	Planning skills			
Other	Personal values			
Other	Interests and capabilities			
Other	Interest in self-development			
Other	Ability to direct self			
Other	Demonstrates self-esteem			
Other	Enthusiasm			
Other	Motivation			
Other				
Other				
TOTAL:				

Assets: ____
0 10 20 30

Barriers: ____
0 10 20 30

List Critical Barriers: ____________________________________

____

Assessment Test
Administered ____________________ Date: __________ Score: ______

Assessment Test
Administered ____________________ Date: __________ Score: ______

2/20/92

Appendix 3-2 continued

Name: ______________________________

SKILLS AND SUPPORT CHECKLIST -EDUCATIONAL SKILLS

Reference	Educational Skill Area	Asset	Barrier	Critical Barrier
D	Basic Education (GED,High School Diploma)			
E	Ability to read			
E	Ability to perform mathematical calculations			
E	Ability to write			
E	Ability to spell			
WH	Handicapped			
WH	Advanced training			
WH	Training related to goal			
WH	Licensing required for goal			
Other	Interest in enhancing employability through education			
Other	Understands educational options available			
Other	Realistic educational goals			
Other				
Other				
Other				
TOTAL:				

Assets: --
0 4 8 12

Barriers: --
0 4 8 12

List Critical Barriers: ______________________________

____

Assessment Test Administered ____________________ Date:__________ Score: ______

Assessment Test Administered ____________________ Date:__________ Score: ______

Appendix 3-2 completed

Name: ______________________________

SKILLS AND SUPPORT CHECKLIST -EMPLOYABILITY SKILLS

Reference	Employability Skill Area	Asset	Barrier	Critical Barrier
WH	Work History			
WH	Recent work experience			
WH	Ability to complete application			
A I	Desire to work			
A I	Wage requirements			
A I	Work shift preference			
A I	Ability to describe assets and skills			
A I	Realistic occupational goals			
A I	Realistic expectations about work			
A I	Ability to make career decisions			
Other	Advancement goals			
Other	Geographic preference			
Other	Appearance			
Other	Knowledge of job search			
Other	Willing to conduct job search			
Other	Resources to conduct job search			
Other	Understanding employer's expectations			
Other				
Other				
Other				
TOTAL:				

Assets: ____
0 5 10 17

Barriers: ____
0 5 10 17

List Critical Barriers: ______________________________

____

Assessment Test Administered ____________ Date: ________ Score: ______

Assessment Test Administered ____________ Date: ________ Score: ______

CORC
JOB TRAINING

SKILLS AND SUPPORT PLAN

Name: ______________________ SSN: __________ Date: __________

How did you find out about CORC? ______________________

Why are you here? ______________________

What do you expect from CORC? ______________________

To better help you with your educational or employment goals, we need to know more about you. Please take time to complete the following. If you are unsure of an answer, leave it blank. Someone will review this with you.

A. PHYSICAL REQUIREMENTS

Do you have the ability to do the following tasks? Circle Y (Yes) or N (No)

Are you able to ...			Staff use only
...stand for long periods of time	Y	N	
...walk around to do tasks	Y	N	
...sit for long periods of time	Y	N	
...lift objects from one level to another	Y	N	
...carry with your arms, back, shoulder	Y	N	
...push things away from you with hands or feet	Y	N	
...pull objects toward you	Y	N	
...lift up to (circle one) 10, 20, 50, 100 or over 100 lbs.			
...climb ladders, ramps, scaffolds, etc.	Y	N	
...balance yourself	Y	N	
...stoop, bend over at the waist	Y	N	
...kneel, bend legs at the knee	Y	N	
...crouch bending legs and back	Y	N	
...crawl on your hands and knees	Y	N	
...reach in a variety of directions	Y	N	
...handle, grasp, hold, turn things	Y	N	
...pick up small objects	Y	N	
...feel difference in size, shape, weight	Y	N	
...hear sounds and words	Y	N	
...see things near to you	Y	N	

NAME: __________ AGE __________

ADDRESS: __________ SS # __________

CASE MGR. __________ PHONE __________

Appendix 3-3 continued

Name: ____________________________________

...judge depth with your eyes	Y	N	
...see up, down, right, left	Y	N	
...focus your eyes for close work	Y	N	
...see difference in colors	Y	N	

B. ENVIRONMENTAL CONDITIONS

Are you willing to work or train in certain environments? Circle Y (Yes) or N (No)

Are you willing to put up with....

...mostly inside work or training	Y	N	
...mostly outside work or training	Y	N	
...both inside and outside work or training	Y	N	
...extreme cold, temperature changes	Y	N	
...extreme heat, temperature changes	Y	N	
...a wet and humid setting	Y	N	
...noise and vibration	Y	N	
...fumes, odors, dust	Y	N	

C. TRANSPORTATION

Do you have a valid drivers license?	Y	N	

Check which method you will use to get to training, work or school:

( ) own car   ( ) parent/friend provide transportation   ( ) borrowed car
( ) public transportation   ( ) other__________________

Can you always count on that transportation?	Y	N	

D. SITUATIONAL CONCERNS

Do any of the following apply to you? Circle Y (Yes) or N (No)

Do you have....

...child care including back-up for emergencies	Y	N	
...someone other than a child to care for at home	N	Y	
...a family member that has a health or behavior problem	N	Y	
...clothing for interviews, work or school	Y	N	
...transportation for getting to and from interviews	Y	N	
...enough food for you and your family	Y	N	
...financial problems holding you back	N	Y	
...a home telephone number	Y	N	
...a quiet working space in your home	Y	N	

Appendix 3-3 continued

Name: ______________________________

...support of your spouse and family	Y N	
...problems with boy or girlfriends stopping you	N Y	
...a high school diploma or GED	Y N	
...photo identification	Y N	

E. PERSONAL CONCERNS

Do any of the following give you some worry? Circle Y (Yes) or N (No)

Are you worried about....

...blowing the interview and not getting the offer	N Y	
...not having enough experience to be hired	N Y	
...not having good enough reading/writing skills	N Y	
...not having good enough mathematical skills	N Y	
...not being able to do the job, once you are hired	N Y	
...what your friends/family will say about you working or going to school	N Y	
...losing your medical benefits	N Y	
...losing your government funds	N Y	
...being unhappy with the job or school once you start	N Y	
...your age	N Y	

F. LEGAL CONCERNS

Circle Y (Yes) or N (No) to the following questions

Do you....

...currently have your wage garnished (attached)	N Y	
...expect your wages to be garnished (attached) when you obtain employment	N Y	
...have any legal (civil/criminal) cases pending If yes, list charge and court date: Reason ______________ Court date ______	N Y	
...have any felony convictions If yes, list date and time served below	N Y	
Charge:	From:	To:
Charge:	From:	To:
Charge:	From:	To:
...report to a probation or parole officer If yes, list name, phone number and dates	N Y	
Name:	Phone:	
Date Began:	Date Ending:	

CORC
JOB TRAINING

NEEDS STATEMENT

Name: ________________________ Why are you here? ________________________

Personal: ____

Date/Initials	Steps	Date Completed	Comments

Educational: ____

Date/Initials	Steps	Date Completed	Comments

Employability: ____

Date/Initials	Steps	Date Completed	Comments

Appendix 3-3 continued

CORC
JOB TRAINING

GOALS STATEMENT

NAME: ______________________________

SHORT TERM GOAL: ______________________________

Date/Initials	Steps	Date Completed	Comments

LONG TERM GOAL: ______________________________

Date/Initials	Steps	Date Completed	Comments

Appendix 3-3 continued

CORC
JOB TRAINING

SKILLS AND SUPPORT PLAN

NAME: ____________________

SKILLS PLAN: ____________________

Date/Initials	Steps	Date Completed	Comments

SUPPORT PLAN: ____________________

Date/Initials	Steps	Date Completed	Comments

SIGNATURE: ____________________ DATE: ____________________

CASE MANAGER: ____________________ DATE: ____________________

Appendix 3-3 completed

WEST CENTRAL WISCONSIN PRIVATE INDUSTRY COUNCIL EMPLOYABILITY DEVELOPMENT PLAN

Participant Name ______________________________ Social Security # ____________________

Staff Person ______________________________ Staff Code ________ Date ________________ Plan # ________

Pre:	The Participant Has:	Planned Services/Strategy	Post
Y N	A personal Vocational Profile which: ___ Demonstrates understanding of the decision making process ___ Identifies personal values in relation to work ___ Identifies personal occupational interest areas ___ Identifies personal vocational aptitude or abilities ___ Identifies strengths relating to work ___ Identifies relevant barriers to employment ___ Identifies individual income requirements	___ Assessment/Career planning ___ Motivational training ___ Pre-employment competency training: ___ Vocational exploration ___ Refer for services to:	Y N Date

Y N	Knowledge of Labor Market Information to:
	___ Identify occupational areas consistent with vocational profile
	___ Identify the following requirements of selected jobs:
	    ___ Education and training
	    ___ Skills/aptitudes
	    ___ Physical requirements
	    ___ Working conditions
	    ___ Local and national demand
	    ___ Growth potential
	    ___ Wages and benefits
	___ Identify employers who hire for the selected or related jobs
		___ Assessment/Career planning
		___ Pre-employment competency training:
		___ Vocational exploration
		___ Refer for services to:
			Y N
			Date

Y N	A Career Goal of ______________________________ which is consistent with: ___ Vocational profile ___ Labor market information	___ Assessment/Career planning ___ Motivational training ___ Pre-employment competency training: ___ Vocational exploration ___ Refer for services to:	Y N Date
Y N	A Career Plan which: ___ Uses identified strengths ___ Addresses identified barriers ___ Identifies necessary steps to achieve goal	___ Assessment/Career planning ___ Motivational Training ___ Pre-employment competency training: ___ Vocational exploration ___ Refer for services to:	Y N Date
Y N	A Job Search Plan which: ___ Identifies 5 sources of information on available jobs ___ Identifies employers to be contacted and method of contact ___ Maintains a log of contacts and results ___ Includes follow-up plan ___ Includes Job Service registration	___ Pre-employment/job seeking skills training/Employment Search ___ Referral to job openings/job development assistance ___ Pre-employment competency Training: ___ Job Club ___ Refer for services to:	Y N Date

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Employability Development Plan for:______________________ Date______________ Page 2 of 3

Y N	The ability to complete a Job Application in which all items are: ___ Neat ___ Accurate	___Job Search Skills workshop/Pre-employment application skills training ___Pre-employment competency training: ___Refer for services to:	Y N Date
Y N	A Resume or employment fact sheet which: ___ Is Neat ___ Is Accurate ___ Presents positive highlights of work history ___ Identifies education and training ___ Identifies skills related to positions being applied for	___Job Search workshop/Pre-employment resume development training ___Pre-employment competency training: ___Refer for services to:	Y N Date
Y N	The ability to conduct a successful Job Interview by: ___ Being punctual for interview or related appointments ___ Being appropriately dressed and groomed ___ Demonstrating appropriate greetings and introductions ___ Maintaining appropriate eye contact, posture, mannerisms ___ Providing complete, appropriate answers to all questions ___ Presenting relevant qualifications and background ___ Presenting barriers and limitations in a positive manner ___ Being attentive during the interview ___ Asking appropriate questions of the interviewer	___Pre-employment/job seeking skills - interview training ___Pre-employment competency training: ___Referral for services to:	Y N Date
Y N	At least three Job References who: ___ Can present accurate participant background information ___ Have agreed to be utilized as references	___Pre-employment/job seeking skills training identify appropriate references ___Pre-employment competency training: ___Employment program [WE, EEE, SYEP, CWEP, VEP, Other______________] ___Refer for services to:	Y N Date
LI Y N LII Y N LIII Y N	Demonstrated appropriate Work Maturity in: ___ Attendance ___ Punctuality ___ Supervisory relations ___ Co-worker,customer relations/Teamwork skills ___ Safety/workplace maintenance ___ Quality/Productivity ___ Initiative/Motivation ___ Dress, grooming and personal hygiene	___Pre-employment/Work maturity/Motivational competency training [LI], [LII], [LIII]: ___Work Experience ___Community Work Experience ___Summer Youth Employment ___Entry Employment Experience ___Tryout employment ___On-the-Job Training ___Refer for services to:	Y N Date Y N Date Y N Date
Y N	A Work Record which is: ___ Stable ___ Of sufficient duration ___ Related to goal	___Work Experience ___Community Work Experience ___Summer Youth Employment ___Entry Employment ___Tryout Employment ___On-the-Job Training ___Refer for services to:	Y N Date

Appendix 3-4 continued

EDP 7/1/92 White - Central Yellow - Field Pink - Participant

LI Y N LII Y N LIII Y N	**Education necessary for career goals including** ___ Adequate progress toward H.S. graduation (Youth) ___ High school diploma or equivalent ___ Adequately developed ___ Reading ___ Language and Communication skills ___ Mathematics skills ___ Thinking/Reasoning skills ___ Other required educational credentials:	___Basic skill competency training [LI], [LII], [LIII]: ___Assistance in credits toward graduation ___Adult basic education ___High school diploma ___High school equivalency or GED ___Tutorial or other necessary academic support ___Refer for services to:	Y N Date Y N Date Y N Date
Y N	**Job Specific Skills** required for career goal	___Vocational classes to develop, enhance, refresh skills: ___Occupational skills degree/diploma training: ___On-the-job training ___Tryout employment ___Job Specific Competency Training: ___Refer for services to:	Y N Date
Y N	**Adequate Transportation**: ___ Public transportation ___ Drivers license ___ Liability insurance ___ Registered motor vehicle in adequate repair ___ Financial resources to cover costs of transportation	___Drivers education ___Transportation support for insurance, mileage, car maintenance/repair. ___Assist with access to alternative transportation ___Assist with relocation ___Refer for services to:	Y N Date
Y N NA	**Adequate Child/Dependent Care** ___ Child or dependent care provider is available ___ Financial resources to cover costs of care	___Assist with identification of appropriate child/dependent care resources ___Provide financial support to cover costs of child/dependent care ___Refer for services to:	Y N Date
Y N	**Physical/Mental Health** status which indicates ___ Medication will not effect work in selected job area ___ Physical capacity is sufficient to meet work requirements ___ Health will not limit ability to work ___ Care for health/medical conditions is being provided ___ Adequate financial resources available to provide for health care	___Provide support services to address physical, mental or emotional barriers ___Provide training or work which accomodates barriers: ___Provide for adaptation of work or training: ___Refer for services to:	Y N Date
Y N	**Financial Resources** for daily living	___Provide support/needs based payments ___Refer for budgeting/daily living skills to: ___Refer for financial assistance to:	Y N Date
Y N	**Adequate Housing** arrangements	___Provide support services to address housing/shelter needs ___Refer for services to:	Y N Date

Appendix 3-4 completed

I agree with the needs identified and I agree to participate in the employment plan above______________________________ **Date**______________

I agree I have achieved the outcomes identified above through participation in my Plan______________________________ **Date**______________

Participating Agency Signatures____________________ **of**__________, ____________________ **of**__________, ____________________, **of**__________

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Appendix 3-5

WORKFORCE .
BUDGET EXERCISE

A) LIST MONTHLY NET INCOME FROM ALL SOURCES:
FOR INFREQUENT INCOME, CALCULATE ANNUAL INCOME DIVIDED BY TWELVE (12). THIS IS FOR YOUR INFORMATION ONLY.

JOB $__________
FAMILY MEMBER PAYCHECK $__________
UNEMPLOYMENT INSURANCE, WELFARE $__________
CHILD SUPPORT $__________
PART-TIME JOB $__________
SOCIAL SECURITY, VETERANS $__________
INTEREST, TAX RETURN $__________
RENTAL/INVESTMENT INCOME $__________
OTHER INCOME $__________

TOTAL MONTHLY INCOME $____________

B) LIST ALL MONTHLY EXPENSES:
LOOK BACK THROUGH YOUR CHECKBOOK AND CREDIT CARD STATEMENTS TO RECORD MINIMUM MONTHLY PAYMENTS FOR EACH OF THE FOLLOWING:

	BEFORE LAY-OFF	AFTER LAY-OFF
HOME		
RENT/MORTGAGE	$_____________	$_____________
HOUSEHOLD INSURANCE	$_____________	$_____________
MAINTENANCE/CLEANING	$_____________	$_____________
IMPROVEMENT	$_____________	$_____________
UTILTIES		
ELECTRICITY	$_____________	$_____________
GAS/OIL/WOOD	$_____________	$_____________
WATER/SEWER/GARBAGE	$_____________	$_____________
LOCAL PHONE	$_____________	$_____________
LONG DISTANCE PHONE	$_____________	$_____________
TRANSPORTATION		
CAR INSURANCE	$_____________	$_____________
CAR PAYMENT	$_____________	$_____________
CAR REPAIRS	$_____________	$_____________
LICENSE/PARKING	$_____________	$_____________
GAS, BUS/FERRY FARE	$_____________	$_____________
FOOD		
GROCERIES	$_____________	$_____________
COFFEE/EATING OUT	$_____________	$_____________
SCHOOL LUNCH	$_____________	$_____________
SAVINGS		
SHORT-TERM	$_____________	$_____________
RETIREMENT	$_____________	$_____________
LIFE INSURANCE	$_____________	$_____________
OTHER INVESTMENTS	$_____________	$_____________

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Appendix 3-5 completed

DEBT		
LOAN	$_____________	$_____________
LOAN	$_____________	$_____________
CREDIT CARD	$_____________	$_____________
CREDIT CARD	$_____________	$_____________
CREDIT CARD	$_____________	$_____________
CREDIT CARD	$_____________	$_____________
CREDIT CARD	$_____________	$_____________
CHILD		
CHILD SUPPORT	$_____________	$_____________
CHILD CARE	$_____________	$_____________
CLOTHING/DIAPERS	$_____________	$_____________
TOYS/LESSONS	$_____________	$_____________
MEDICAL		
INSURANCE	$_____________	$_____________
DOCTOR/DENTIST	$_____________	$_____________
PRESCRIPTIONS	$_____________	$_____________
EDUCATION		
TUITION	$_____________	$_____________
BOOKS/SUPPLIES/FEES	$_____________	$_____________
DONATIONS	$_____________	$_____________
PERSONAL		
CLOTHING	$_____________	$_____________
DRY CLEANING	$_____________	$_____________
BARBER/BEAUTY SHOP	$_____________	$_____________
CIGARETTES/ALCOHAL	$_____________	$_____________
GIFTS		
BIRTHDAYS	$_____________	$_____________
HOLIDAYS	$_____________	$_____________
ENTERTAINMENT		
CABLE TV	$_____________	$_____________
VIDEO RENTAL, MOVIES	$_____________	$_____________
VACATIONS	$_____________	$_____________
CLUBS/SPORTS	$_____________	$_____________
CRAFTS/HOBBIES	$_____________	$_____________
MISCELLANEOUS		
VET, ANIMAL EXPENSES	$_____________	$_____________
POSTAGE	$_____________	$_____________
OTHER	$_____________	$_____________
TOTAL MONTHLY EXPENSES	$_____________	$_____________

C) TOTAL MONTHLY INCOME $_____________
MINUS TOTAL MONTHLY EXPENSES -$_____________

MONTHLY BALANCE (+) OR DEFICIT (-) $_____________

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Appendix 3-6

PERSONAL FINANCE AND BUDGET FORM

s form was developed for your use in planning a budget. Please be as accurate as possible (To the nearest dollar).

Participant Name:__________________________ Social Security No:_________________

ANTICIPATED EXPENSES ANTICIPATED INCOME

	MONTH	TIMES ___		MONTH	TIMES ___
Housing			Wages/Earnings		
Food			PELL Grant		
Electricity			Oregon Needs Grant		
Telephone			Scholarships		
Cable Television			Student Loans		
Garbage			Unemployment		
Gas/Oil (Heating)			Public Assistance		
Fire Wood			Food Stamps		
Transportation			Worker's Compensation		
Insurance			Vocational Rehab		
Child Care			G. I. Bill		
Child Support			Child Support		
Clothing			Alimony		
Other			Social Security		
Other			Other		
TOTAL EXPENSES			TOTAL INCOME		

Total Income $ __________

Total Expenses $ __________

Income Less Expenses $ __________

Do you know how long you will be receiving Unemployment Insurance?

Comments:____

This Report Is For:

Fall______ Winter______ Spring ______ Summer ______ Year 19___

Participant Signature

Date

WP[illegible].S.BUDGET.3
[illegible] 7.9[illegible]

Appendix 3-7

FINDING A GOOD VOCATIONAL SCHOOL

Information based on Consumer Reports article of May 1992

Selecting a vocational school is not easy. Consumer Reports magazine recently published an article on some ways that consumers may be deceived by glossy brochures and slick promises. This checklist is based on that article in an effort to dispel some myths and to assist you in selecting a quality school.

One may believe that because a school is eligible for federal student loans and grants that the school has been somehow "approved" by the federal government. This may or may not be the case.

___1. **Does this school have a state license?**

___2. **Is this school accredited by an independent agency approved by the U.S. Department of Education?**

___3. **Tour the facilities.**
 ___ Can you talk freely with students and faculty?
 ___ What is the student/teacher ratio?
 ___ Is the school willing to share faculty credentials? If not, why not?
 ___ How do the faculty credentials look?

___4. **Ask for documentation.**
 ___ How many students complete the training?
 ___ How many get jobs in the field in which they are training?
 ___ Do you have, in writing:
  ___ The school's refund policy
  ___ A clear explanation of any student loan obligations you may incur.
 ___ What is the school's student-loan default rate? In general, the higher the default rate, the riskier the school. The U.S. Department of Education has a toll-free hotline (800) 433-3243 to get this information. The government recently established a 30% default ceiling for schools to continue to participate in the student-loan program. A school may be ineligible for student loans and still be eligible for Federal grants.

___5. **Contact potential employers.**

 ___ What training is required, and what schools, if any do they recommend? Would they hire someone trained by the school you are researching?
 ___ Will the school give you a list of employers that have hired recent graduates? If so, contact the employers to verify that the list is accurate.

___6. **Call the local Better Business Bureau.**

 ___ Are there complaints about this school?
 ___ Does the Better Business Bureau advise caution for any reason (e.g., is the company operating under Chapter 11 bankruptcy?)

___7. **Check out other educational options.**

 ___ Is comparable or better training offered elsewhere?
 ___ How do prices compare with other places?
 ___ Is a high school diploma or GED required for entrance? If so, RCC offers a free GED program.

MG A:\vst\vocschls.lst 4/28/92

Appendix 3-7 continued

NAME: ______________________________

VOCATIONAL SKILLS TRAINING SURVEY

Training Program: ______________________________

Training Site: ______________________________ Phone: __________

Person Interviewed: ______________________________

What occupations are available once this training is completed?

____

____

What businesses in the local area employ people tained in this field?

____

____

How long does it take to complete this training program?

____

____

How many people are accepted into this program each year?

____

____

What is the cost of completing this program?

____

____

____

vstsurvey.lss

TRAINING PROGRAM EXPLORATION FIELD SURVEY QUESTIONS

COMPANYNAME: ____________________

PERSONYOUSPOKEWITH: ____________________ PHONE: __________

POSITIONRESEARCHED: ____________________

(1) How many current employees do you have in this position?

(2) How often do you hire people for this position?

(3) How many openings for this position do you feel you will have in the next year?

(4) What is the usual starting wage with your company for this position?__________ What is the maximum amount someone could earn in this position?__________

(5) What are the major skills you look for in an applicant for this position?

(6) Are there any special requirements (Physical condition, licenses, work record etc.) ?

(7) How important to you is formal training or schooling when selecting persons for this position?

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Appendix 3-7 completed

(8) My past work experience is...(provide summary). This is an outline of the training program (provide copy) I am considering entering. Would successful completion of this training make you more likely to hire me?

(9) Have you heard of this school and training program? Do you feel it has a good reputation?

____Never Heard of it ____Good Reputation ____Poor Reputation

Comments:

(10) What are my realistic chances of being hired by your company when I complete this training?

____Excellent ____Good ____Fair ____Poor

(11) What would you suggest that I do to increase my chances of hire with your company?

(12) Can you recommend anyone else I could talk to about employment in this occupation and the value of this training program?

If you have physical limitations, you should also ask:

(13) I have the following physical limitations (Summarize). How would these realistically effect my ability to do this type of work? Would they make a difference in your decision to hire me?

Appendix 3-8

NAME ______________________________ PHONE ____________________

COUNSELOR ________________________ DATE ____________________

SCHOLARSHIP PACKAGE

CHECK LIST (have you completed):

_____ Verification of Obsolete Skill
_____ Participant Financial Plan
_____ Letters of Recommendation

_____ Labor Market Research
_____ Educational Plan
_____ Verification of PELL (or other grant) Application

NOTE: OBTAIN PELL GRANT APPLICATIONS IN SCHOOL FINANCIAL AID OFFICE. CHECK INDIVIDUAL SCHOOL FOR DEADLINE DATES.

===

For Committee Use Only:

Sufficient Documentation

_____ Obsolete Skills/Field
_____ Labor Market Opportunity
_____ Educational Plan
_____ Letters of Recommendation
_____ Participant Financial Plan

Category of Layoff:

_____ Plant Closure/ Substantial Layoff
_____ Layoff/UI/Unlikely to Return
_____ Long-Term Unempl/ Unlikely to Return
_____ Self Employed in Financial Distress

County of Residence ____________________

Scholarship

_____ Approved
_____ Needs additional information on ____________________
_____ Denied

Reason: ____

____

Date ____________________ Chair's Initials ____________________

Letter Sent ____________________ Initials ____________________

Appendix 3-8 continued

PARTICIPANT ______________________________

PREVIOUS JOB TITLE ____________________ DOT ____________

VERIFICATION OF OBSOLETE SKILL/OCCUPATION

Obsolete skills/occupations can be documented by the following--please check ☑ which source(s) you have used:

1. Colorado Labor Market Supply/Demand Report ______

or

2. Any combination of three sources listed below:

Newspapers:
- Career Sections ______
- Classified Ads ______
- General Articles ______

Employment Experts:
- Job Service Representatives ______
- Employment Agencies ______
- Career Counselors ______
- Employers ______

Other: ______________________________

____

Please identify the sources which show your current occupation is obsolete and indicate a need for training: (attach photocopies of documentation source if appropriate)

SOURCE DATE NAME/TITLE (if appropriate)

1) ____________________ ____________ ____________________

Comments:

2) ____________________ ____________ ____________________

Comments:

3) ____________________ ____________ ____________________

Comments:

PARTICIPANT ______________________ DATE ______________
COUNSELOR ______________________ DOT ______________
OCCUPATION RESEARCHED FOR TRAINING ______________________

LABOR MARKET RESEARCH FOR NEW OCCUPATION

1. LIST EMPLOYERS CONTACTED

	Name of Company	Contact Person	Title	Date
A.				

Future outlook for this job: ______________________
Qualifications required (experience, training and education): ______________________
____
Pay range/advancement potential: ______________________

	Name of Company	Contact Person	Title	Date
B.				

Future outlook for this job: ______________________
Qualifications required (experience, training and education): ______________________
____
Pay range/advancement potential: ______________________

	Name of Company	Contact Person	Title	Date
C.				

Future outlook for this job: ______________________
Qualifications required (experience, training and education): ______________________
____
Pay range/advancement potential: ______________________

2. LABOR MARKET PUBLICATION RESEARCH (suggested sources include: COSIS, CHOICES, OASIS, OOH, Supply/Demand, Source Documentation, library resources, etc.) ATTACH PHOTOCOPIES.

COUNSELOR COMMENTS: ______________________
____
____
____

______________________ Counselor Signature
______________________ Date

Appendix 3-8 continued

PARTICIPANT ______________________ DATE____________________

EDUCATIONAL PLAN

1. Educational Program __________________ to lead to ________________ (job title)

at expected wage of $ _________ per ____________.

Skill level to be achieved:

Classes _____ Diploma ____ Certificate _____ Degree _____

Expected Completion Date: ___________

NOTE: Length of time in Career Transitions Center program cannot exceed 24 months/72 Credit Hours. ALL TRAINING MUST BE COMPLETED WITHIN THE FIRST 18 MONTHS.

2. Training Institution ______________________________

Address ______________________________

____

Contact Person ______________________________

Phone (   ) ______________________________

3. Specific educational plan by semester (credit hours, classes, etc.) (Attach to this Plan.)

4. Estimated total training costs for program $______________________

5. Source(s) of additional funding if not fully covered thru JTPA ______________

____

6. PERMISSION FOR RELEASE OF INFORMATION/GRADES

Name ______________________________ Date _______

Student Number (or Social Security #) ______________________

HAVE SENT TO:
Career Transitions Center, 14241 East Fourth Avenue, Suite 155, Aurora CO 80011

INFORMATION TO BE RELEASED: Grades/progress reports on classes

REASON FOR RELEASE: Accountability under Job Training Partnership Act

I hereby give my permission for specific information to be released from my records to the counselor/agency listed above.

______________________________ ____________________
Signature Date

Appendix 3-8 completed

REQUEST FOR RECOMMENDATION

_______________________________ is applying for admission to training in
(Applicant's Name)

____
(Major Course of Study; e.g., "Computer Programmer", "School of Engineering", to be filled in by applicant)

at ____
(School)

TO THE RECOMMENDER: We ask for your candid evaluation of the applicant's potential for success in the training program described above. In the space below, please summarize your opinion of (a) the applicant's scholarly potential and promise; (b) those aspects of the applicant's personality and character which are significant; and (c) the applicant's special skills and experience which would encourage success. (USE OTHER SIDE IF DESIRED.)

I, _______________________, hereby authorize the release of information as it
(Print Applicant's Name)
relates to the evaluation described above. _______________________
(Applicant Signature)

Recommender's Signature _______________________ Date ___________

Name (please print or type) _______________ Title _______________

Address ____

____

ARAPAHOE COUNTY EMPLOYMENT AND TRAINING DIVISION
11059 East Bethany Drive, Suite 201
Aurora, Colorado 80014-2617
Telephone: 303/752-5820 Fax: 303/752-5850

PARTICIPANT FINANCIAL PLAN

Name: ______________________ SS #: ___-__-____ Phone: ______________

Address: ______________________________ Pgm Yr: ______________

Training Course: ______________ Training Hours: _____ School: ______________

CHECK WHERE APPLICABLE:

ASSISTANCE RECEIVED:

- ____ Pell Grant
- ____ SSIG
- ____ Welfare
- ____ Vocational Rehab
- ____ Other ______________

TRAINING COST CLASSIFICATION

- ____ No Dependents/Living w/parents
- ____ With Dependents/Living w/parents
- ____ All Others
- ____ All Others/Childcare

TRAINING SITE: (specify)

- ____ Technical Institution
- ____ Public University
- ____ Community College
- ____ Private Institution

Appendix 3-8 continued

	COSTS	RESOURCES					
COST CATEGORIES	TRAINING COSTS	PELL GRANT	GRANTS & LOANS	JTPA	JOBS	OTHER	TOTAL ASSISTANCE
1. Tuition, Fees, Books, & Supplies							
2. Other Expenses (Transp., Child Care, etc.)							
TOTAL COSTS							

I hereby authorize Arapahoe County Employment & Training to get from the school or college an estimate of my financial aid, receive a copy of my student financial aid award letter, and send a copy of this plan to the school or college.

____
PARTICIPANT SIGNATURE

____
COUNSELOR SIGNATURE

____
DATE

____
DATE

ACET/Prog #2020 rev: 8/24/92 ☑

APPENDIX TO CHAPTER 5

Appendix 5-1

EMPLOYMENT PREPARATION WORKSHOP

TABLE OF CONTENTS

SECTION ONE (DAY 1) - GETTING THAT PERFECT JOB

The Big "A"
Introduction/Answer Questions Concerning the Program
Course Overview
Workshop Goals/Expectations
M & M's
Beginning Your Job Search
How People Get Jobs
Dispelling Job Market Myths
Recommendation
Job Market Resource List
Fastest Growing Occupations
Professional & Personal References
Directing Your Successful Job Search (Video)
Career Focus/Personal Assessment
Three (3) Month Goals

SECTION 2 (DAY TWO) - SKILLS TRANSITION

Assessing current skills and aptitudes
Looking at yourself in a new way
Current labor market demand
Skills analysis--what you have to offer today's employer
Where the jobs are based on transferable skills and aptitudes
Communicating with employers--marketing your transferable skills
Over the long term--how to keep up with the changing job market

SECTION 3 (DAY THREE) - WINNING RESUMES

Ann Landers Article
Resume Pitfalls
Essentials of a Resume
Chronological Resume
Functional Resume - Examples, Worksheets
Power Words
Checklist for Resume

SECTION 4 (DAY FOUR) - THE COVER LETTER AND THANK YOU LETTER

Check on Resume Progress
Pitfalls of a Cover Letter
Samples and Worksheet for Cover Letter
Samples and Worksheet for Thank You Letter
Acceptance Letter

SECTION 5 (DAY FIVE) - APPLICATION COMPLETION

Check Resume, Cover Letter and Thank You Letter Progress
Applications

Appendix 5-1 completed

SECTION 6 (DAY SIX) - JOB HUNTING

Conctacting Employers - T/F
Networking
Obtaining an Interview Through Telemarketing
Responding to a Want-Ad by Telephone
Job Market Research - T/F
Weekly Report of Job Search
Video: Directing Your Successful Job Search
Job Fairs
Assessment of Human Relation Skills
Work Values
Why Should You Hire Me?
Begin To Discuss Barriers to Employment
Job Interviews - T/F

SECTION 7 (DAY SEVEN) - THE ART OF INTERVIEWING

Presenting Yourself to Employers
Appearance
Body Language
25 Worst Interview Mistakes
Sixteen Attributes Sought by Employers
Interviewer's Observations: Negative Factors
Interviewing (Civil Rights, Good Answers to Interview Questions, Interview Questions, Interview Hints)
Second Interviews
Choosing the Best Offer
Stereotypes/Biases/Mindsets
Mock Interview Form
Test Questions in Supervision

SECTION 8 & 9 (DAY EIGHT & NINE) - PRACTICING THE INTERVIEW

Mock Interviews on Video Tape
Handout Newspaper Articles for Take Home Reading
Library Research Sheet

SECTION 10 (DAY TEN) - WORKSHOP SUMMARY AND GRADUATION

Following Up a Job Interview
Ready!! Fire!! Aim!!
Selecting an Applicant
The World of Work - T/F
Cause for Dismissal
Preparing for the First Day of Work
6 Month Goals
Handout Course Evaluation
Explain Job Club
Set Individual Counselor Appointments
Graduation
Show PIC Promo Film
Affirmations

APPENDICES TO CHAPTER 9

Participant ____________________ Soc.Sec. # ____________________ Staff #: ______ Original ___ Amended _____

Appendix 9-1

Employment Goal(s)

DOT Code(s)

Site: **Agree #:**

Labor Market Information Related to Goal ____________________

Does the occupation meet the following criteria? Explain each condition not met.

Y N The expected wage of $ ________ is above area standard or for Title III is 75% of the participant's dislocation wage of $ ________ and meets

Y N Participant's required wage of $ ________. Explain no to wage criteria:

Y N The occupation offers the following employer paid benefits which have monetary value (check those that apply).

___ Health Insurance
___ Pension or other retirement
___ Life Insurance
___ Other benefits ____________________
___ Paid Vacation
___ Sick Leave
___ Other Paid Leave

If none, explain:

Y N The occupation is not temporary or seasonal or, if so, provides transferable skills to assure long term employment. If no explain:

H M L Indicate Occupational Demand. Source ____________________
Explain Low rating:

Comment on Profile Variations/Barriers

ree with the Employment Goal ____________________ ________ ________
Participant Signature Date

Identify Occupational Requirements (O) and Participant Profile (P) in the following areas:

	O	P	
Basic Skills	___	___	Reading (Language)
	___	___	Math
	___	___	Reasoning
Education/Training	___	___	1 - Less than High School Diploma or Equivalent 2 - High School Diploma or Equivalent 3 - Less than 2 years post secondary - no degree 4 - Two to 4 years post secondary - no degree 5 - a Vocational Diploma b ________ 6 - a Associate Degree b ________ 7 - a College Degree b ________ 8 - Other (specify) ________
Experience/Work History	___	___	1 No specific experience 2 - a Less than six months b related 3 - a Six months to 12 months b related 4 - a 12+ to 24 months b related 5 - a More than 24 months b related

Physical Demands: O: 1__ 2__ 3__ 4__ 5__ 6__

P: 1__ 2__ 3__ 4__ 5__ 6__

Aptitudes: O: G__ V__ N__ S__ P__ Q__ K__ F__ M__ E__ C__

P: G__ V__ N__ S__ P__ Q__ K__ F__ M__ E__ C__

Working Conditions: O: 1__ 2__ 3__ 4__ 5__ 6__ 7__

P: 1__ 2__ 3__ 4__ 5__ 6__ 7__

Temperaments: O: D__ F__ I__ J__ M__ P__ R__ S__ T__ V__

P: D__ F__ I__ J__ M__ P__ R__ S__ T__ V__

Interests: O: ________ ________ ________

P: ________ ________ ________

Assessment:	Instrument	Given By	Date
Achievement:			
Aptitude:			
Interest:			

AP 7/1/92 White - Central Yellow - Field Pink - Participant

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Appendix 9-2

ON-THE-JOB TRAINING SKILLS ASSESSMENT

Applicant Name	**Social Security Number**	
Employer	**Proposed OJT Position**	**Hourly Wage (If Hired)** $________

The Job Council requires that the On-The-Job Training (OJT) Contract be signed before the applicant begins work in the OJT position.

Instructions to Employer/Supervisor: The required job description and columns A and B on page 2 (reverse) are to be completed in consultation with Job Council staff and approved prior to the skills assessment. Columns C through F on page 2 are to be completed by the supervisor or trainer who will actually oversee the training, based on an objective on-site assessment of the applicant's skills in relation to the skills required of regular entry level employees in the position. For skills assessed by The Job Council rather than by the employer, Columns C-E will be completed by The Job Council representative. If training in a particular skill area is to be provided by The Job Council or another agency (other than the OJT employer), enter N/A in Column F.

Note: The on-site assessment is for the purpose of determining the applicant's appropriateness for training and to develop an individually-tailored training plan. Applicants are not permitted to do any productive work for the employer during the assessment or to use hazardous machinery or dangerous chemicals. The assessment may include up to 4 hours of simulated tasks.

Job Description. Attach job description or provide a concise job description of this position as performed in this company. The job description must clearly identify the essential functions/tasks to be performed on the job.

The Design Draftsman is responsible to the Chief Engineer for providing drafting and other assistance to engineers during the drawing of parts to customer specifications and during the design and development of molds and production tooling. He will also assist in the producing of production process sheets and other documentation needed to produce products in our manufacturing operations.

-Input data into Cadkey Computer Aided Drafting programs from orthographic hard copy prints, both in the 2-dimensional and 3-dimensional modes.
-Develop part drawings from sample parts using micrometers, vernier calipers and a comparitor. Work from sketches and verbal/written instructions from engineers to draft part designs.
-Develop 3-dimensional wire-frame drawings for use on CNC machines.
-Do drafting using manual drafting methods and equipment.
-Write process sheets and other manufacturing documentation using word processing and spreadsheet programs.
-Have a basic knowledge of molds and molding operations.
-Have a basic understanding and knowledge of CNC machining operations.
-Have knowledge of common mold components and their applications.
-Participate as required in area management and familiarization training.
-Maintain a neat and clean work area.
-Adhere to company wide safety policy and practices in and around the plant.

ON-THE-JOB TRAINING SKILLS ASSESSMENT - Page 2

NORTHWEST PRECISION PLASTIC

Applicant Name:

Date of Employer Assessment 10/5/92

Number of Hours of Employer Assessment 1

INSTRUCTIONS: In Column A, list the specific skills required to perform the tasks outlined in the job description at the regular entry level. For each skill in Column A, identify in Column B the level of competence required at regular entry level. For each skill to be assessed by the employer, complete Columns C-F, based on on-site evaluation, to indicate applicant's current level of proficiency and expected OJT training needs. For skills assessed by The Job Council, The Job Council representative will complete Columns C-E.

A Skills required for regular entry level	B Level of competence required at regular entry level.	C Applicant's skill level at time of assessment	D Assessed by: E= Employer TJC= Job Council	E Does applicant meet competence requirement for this skill?	F Estimated number of trng. hrs. required to achieve required entry level competence
Input data into CADKEY Computer Aided Drafting program 2 & 3 dimensional modes	Know how to preform skill	Needs training	By Employer	"NO"	150
Develop part drawings from sample parts using sketches & verbal/written instruction	" "	" "	" "	"NO"	45
Develop 3-Dimensional wire-frame drawings for use on CNC machines	" "	" "	" "	"NO"	10
Do manual drafting	" "	" "	" "	"NO"	10
Write process sheets using word perfect and spreadsheet programs	" "	" "	" "	"NO"	150
Have basic knowledge of molds,molding operations	" "	" "	" "	"NO"	100
Have basic knowledge of CNC machining operations	" "	" "	" "	"NO"	10
Have knowledge of common mold components & applications	" "	" "	" "	"NO"	45

Appendix 9-2 completed

I certify that the above information is accurate based on an objective evaluation of the applicant's skill in relation to the skill levels required for regular hire into position.

Supervisor/ Trainer Name Job Title

Signature Date

I agree that this assessment accurately reflects my current skill levels in relation to the skills required for the OJT position.

Applicant Signature Date

I have reviewed the job description, skill breakdown, and assessment procedure and results with the applicant and the supervisor/trainer.

TJC Representative Signature Date

6/17/92 KS/lk/lc

WdFRM:OJTASSMT.FRM

Appendix 9-3

PRIVATE INDUSTRY COUNCIL
OF
CARSON/LOMITA/TORRANCE

PRE-AWARD REVIEW
ON-THE-JOB TRAINING

Training Position(s)
____
____

Employer Name: ____________________
Address: ____________________
____
Contact Person: ____________________
Business License #: ____________________
Expiration Date: ____________________

Job Developer: ____________________
Date: ____________________
On Site Review: Y N
If yes, date ____________________
Type of Business: ____________________
Number of Full Time Employees: __________

(Check One):

☐ If employer has entered into a prior OJT Contract within six (6) months, fill out sections A, B and C. (On-site review NOT required) Date of last of review ____________________

☐ If employer has not entered into an OJT Contract within six (6) months, fill out sections A, B, C and D. (On-site review required)

SECTION A - LEGAL GUIDELINES

1.	Is the employer under any labor lay-off or hiring freeze for the OJT position being considered?	Y	N
2.	Will this position result in the displacement of employed workers, to include termination, reduction in hours, wages or benefits?	Y	N
3.	Does the employer provide an accounting system that documents Federal funds received, state and federal withholding, FICA deductions?	Y	N
4.	Are wages, fringe benefits, (see C.8) and working conditions comparable with like positions with this employer?	Y	N
5.	Is the participant related to the employer or to anyone working for the employer in an administrative capacity?	Y	N
6.	Is the employer involved in sectarian or political (church activities)?	Y	N
7.	Will the employer be reimbursed by any other agency for the OJT participant's remaining 50% in wages?	Y	N
8.	Does the facility provide handicap accessability such as wheelchair access to all necessary entryways and restrooms?	Y	N
	-handicap parking?	Y	N
	-public transportation?	Y	N

Page Two OJT Pre-Award (Cont)

9. Does the number of OJT slots currently exceed 25% of the total non-JTPA workforce? Y N

Number of current OJTs:______ Number in permanent workforce: ________

10. Workman's Compensation ID No. ____________________ Exp. Date _________

11. Are policies in existence assuring non-discrimination and EEO Compliance? Y N

SECTION B - HISTORY

1. How long has employer been in business? ______________________________

2. Previous OJT employer for this SDA? (Attach completed OJT History) Y N

3. Has the participant worked for the employer in the past? If yes, note dates, position and circumstances Y N

____

____

SECTION C - TRAINING AND COMPANY INFORMATION

1. Is the training in a labor demand occupation (In accordance with PIC Guidelines)? Y N

2. Is this position considered seasonal or temporary? Y N

3. Is there a written job description? (The trainee must receive a copy) Y N

4. Does employer normally provide formal training to their regular employees in this occupation? If so, describe: Y N

____

5. Promotional opportunities? Y N

6. Was this participant hired by the employer prior to the OJT contract start date? Y N

7. Is there an adequate supervisor to trainee ratio? Y N

Supervisor: __________ Trainee: ____________

8. Work environment appears safe and sanitary? (noise level, chemical/fumes/toxins, temperature, wet/damp/dry lighting, etc.). Y N

9. Are sufficient and well maintained materials/equipment available to meet the training objective(s)? Y N

10. Company benefits (i.e. leave schedules, holidays, health insurance): ____

____

5/91 revised

Appendix 9-3 completed

Page Three OJT Pre-Award (cont)

11. Are there any collective bargaining agreements covering occupations in which training is proposed? If yes, list bargaining occupation(s): Y N

Occupation(s) ______________________ Agents ______________________

______________________ ______________________

SECTION D REFERENCES/BUSINESS AFFILIATIONS

Chamber of Commerce Contact: ______________________

City: ______________________ Date: ______________________

Member Y N If yes, how long: __________ to __________

Comments:

Better Business Bureau

Record Y N Contact: ______________________

Date: ______________________

Satisfactory Y N

Other SDA JTPA Agreements:

Program	Contact	Funding Source	Contractor	Timeframe

Approved By:

______________________ ______________________

Supervisor Signature Date

Revised 5/91

DATE 11 / 23 / 92 SD #

NAME (Last) (First) (MI) SOC. SEC. NUMBER STAFF CODE

START DATE 11 / 23 / 92 PROJECTED END DATE 01 / 15 / 93 TITLE RR CONTRACT NUMBER / /

ACTIVITY CODE 1126 PROGRAM NAME On The Job Training SITE/AGREEMENT CODE

HOURS/WEEK 40 DURATION 8 weeks HOURLY RATE $7.50 REIMBURSEMENT RATE 50% TOTAL AUTHORIZATION $1200.00

POSITION TITLE Folder/Press Operator WORK/TRAINING SITE TRAINING SUPERVISOR

PROGRAM RATIONALE: Company usually hires people with education and training in the printing industry. does not have any printing related experience or education. agreed to using OJT to help offset the training co

CODES:

DESCRIPTION OF DUTIES:
Operation of printing press, folding machine, related printing machines and general duties required in a printing environment.

SKILL TO BE LEARNED / OBJECTIVE DURATION METHOD OF TRAINING PERFORMANCE INDICATOR / PROFICIENCY

Appendix 9-4

See next page

Trainee will participate in the training and perform the work above: The work/training site agrees to provide the training indicated above Agreed to for Private Industry Council

Trainee's Signature Date Work/training site Representative Date Program Representative Date

Rev. 03/92 White Central Yellow Field Pink Site/Other Gold Participant

MIS Entry: Date: FIS Entry: Date:

DATE 11/23/92

NAME (Last) (First) (MI) SOC. SEC. NUMBER STAFF CODE AGREE. #

SKILL TO BE LEARNED / OBJECTIVE	DURATION	METHOD OF TRAINING	PERFORMANCE INDICATOR / PROFICIENCY
OPERATION OF FOLDING MACHINE	160	Demonstration/Observation	Observation & Inspection Check off list Meeting production quotas on time Quality Control feedback
Examine work order to determine setup specs. Adjust air blasts on feeder Adjust conveyor blades or knurled rollers Turning of screws to regulate tension of creasing blades & folding rollers according to thickness of paper and size and number of folds specified. Sets slitting knives Stacks sheets to be folded on conveyor Adjust Machine during operation			
PRESS OPERATOR	160	Demonstration/Observation	Observation & Inspection Check off list Meeting production quotas on time Quality Control feedback
Verify type of paper/ink from job order Cleaning of ink rollers Adjusts controls on press Packs impression cylinder Adjust delivery tapes, positions & locks from form on bed or cylinder of press Examines proof to determine off level areas, variation of ink volume & slippage			

Appendix 9-4 completed

Trainee will participate in the training and perform the work above:

Signature Date

The work/training site agrees to provide the training indicated above:

Work/Training Site Representative Date

Agreed to for Private Industry Council:

Program Representative Date

/1/91 White - Central Yellow - Field Pink - Site/Other Gold Participant

Entered by: ______________________ Date ________

Appendix 9-5

____
Manager's Initials

30-DAY MONITORING

ON-THE-JOB TRAINING EMPLOYEE QUESTIONNAIRE

EMPLOYEE______________________________ POSITION____________________

WORKSITE______________________________ JOB DEVELOPER________________

SUPERVISOR/MANAGER'S NAME____________________ TITLE __________________

TRAINING CONTRACT COMPLIANCE	YES	NO	NA
1. Do you have a copy of the On-the-Job Training Contract, and does it accurately reflect what you do on the job? If no, explain.			
2. Have you completed and signed the Employment Eligibility Verification form (I-9) for this employer? (New Immigration Law)			
3. What is your hourly wage? $________			
4. Are you paid by: company check___ personal check___ other___ ?			
5. Are deductions made from your check for State/Federal taxes, Social Security and Worker's Compensation?			
6. Have you had any problems with your pay? (i.e. not on time, incorrect amount, extremely late) If yes, explain.			
7. Has your employer advised you that you are eligible for any of the following benefits? (check those that apply) ____ Paid Holiday ____ Paid Sick Leave ____ Paid Vacation ____ Retirement Plan			
8. Have you been required to pay any referral or placement fees associated with your On-The-Job Training position?			

Appendix 9-5 continued

ACT AND REGS COMPLIANCE YES NO NA

1. Do you feel that you have been discriminated against in any way during your enrollment or participation in this program - on the basis of age, sex, race, color, national origin, handicap, political affiliation or belief, or because you are a participant in a JTPA-funded program? If yes, explain. ____________

2. Have you been and/or are you currently involved during working hours in any religious or political activities? ____________

3. To the best of your knowledge, are your wages, benefits and working conditions the same as for other employees working a similar length of time and doing the same type of work? If no, explain. ____________

4. To your knowledge have there been any lay-offs, hiring freezes or reductions in regular work hours for other employees in similar positions? If yes, explain. ____________

5. Did your employer inform you of the grievance/complaint procedure to follow if you have a problem with the terms or conditions of your employment? ____________

6. Do you feel that your work environment is safe and healthy? If no, explain. ____________

7. Do you have adequate tools, equipment and safety gear to do your job? ____________

Comments:

Appendix 9-5 continued

THE JOB COUNCIL EMPLOYEE FEEDBACK

WORKSITE____________________ EMPLOYEE____________________ JOB DEVELOPER____________________

YES NO NA

1. How did you get this job?

   Knew employer___ Knew of position___ Ref. by Job Council___
   Other___

2. Did you receive a copy of The Job Council's grievance/ complaint procedure during Intake? __________

3. Did the job developer adequately explain the On-The-Job Training Contract to you? If no, explain. __________

4. Have you had any contact with your job developer since the Contract was signed? Explain. __________

5. When you started work, did your supervisor give training/ instructions regarding the work site and your specific job duties? __________

6. Are you satisfied with the training you are receiving? __________

7. Does your supervisor tell you how you are progressing and make suggestions? __________

8. Is a supervisor available to you, when needed? __________

9. Do you feel comfortable discussing questions or problems with your supervisor? __________

10. Do you have any questions, problems, suggestions or comments? __________

____________________ ______ ____________________ ______
Participant Signature Date Interviewer Signature Date

____________________ ______
Job Developer Signature Date

employee.frm
wkd#01
sjh/11.87
1/12/88/slp
1/15/88, 1/18/88

Appendix 9-5 completed

End of Training Supervisor Questionnaire

Return to: The Job Council

Participant ____________________

Work Site ____________________

Position ____________________

Job Council Rep. ____________________

Supervisor ____________________

Rating scale: 1 = no, 2 = somewhat, 3 = mostly, 4 = yes
Please circle the number which most closely describes your feelings.

1. Were you satisfied with this participant's work and progress? 1 2 3 4

2. Did you talk to your Job Council representative about this participant's progress and training needs? 1 2 3 4

3. Do you expect to retain this participant as an employee after the training agreement ends? If no, please explain. 1 2 3 4

4. Do you feel The Job Concil has responded adequately to your needs as an employer and to the participant's needs as a trainee? If no, please explain. 1 2 3 4

5. Would you call The Job Council for services in the future? 1 2 3 4

6. In general, what do you like most about the On-The-Job Training program?

7. What do you like least?

8. Please suggest another employer that you think might be able to profit by using The Job Council services:

9. Please add any comments or feedback about this participant or program.

Supervisor Signature

Date

Thank you for your participation.

sjh/wkd#02 eotquest.sup 7.90

Appendix 9-6

Kankakee Valley Job Training Program
717 Michigan Avenue • P.O. Box 244 • LaPorte, Indiana 46350 • (219) 362-1511

OJT MONITORING EVALUATION

Part A

Date ___________ Trainee's Name ______________________________________

In Person ______________ Contractor's Name ____________________________

By Phone ________________ Contract Number _____________________________

1. Are monthly invoices being submitted? _____ Do you have questions or need assistance? ____

2. Is Trainee being paid at or above wage specified? ____________________

3. Does Trainee understand the responsibilities being assigned? __________ How does this correlate with the training outline? ________________ ____

4. Who has explained the job responsibilities to the trainee? ___________

5. How is Trainee responding to instruction? __________________________

6. Is Trainee performing at level needed to complete training outline in time specified on contract? ____

7. Is quantity and quality of work produced, up to your standards __________ ____

8. If Trainee has questions, does he/she ask? _______ If so whom? Supervisor or co-worker? ____

9. Does Trainee take care of tools, machines, workspace, etc? ____________ ____

10. Does Trainee get along with co-workers? __________________________

11. When Supervisor is not present, does Trainee perform adequately? _______ ____

12. Does Trainee meet your dress code standards? ______________________

Valparaiso
701 Lincolnway
Valparaiso, IN 46383
(219) 464-4861

Portage
2576 Portage Mall
Portage, IN 46368
(219) 762-8524

Rensselaer
Hwy. 231 North
Rensselaer, IN 47978
(219) 866-4330

Knox
18 North Shield
Knox, IN 46534
(219) 772-6882

Morocco
R.R. 2, Box 50
Morocco, IN 47963
(219) 285-6805

Winamac
125 So. Riverside,
P.O. Box 130
Winamac, IN 46996
(219) 946-6300

Michigan City
722 No. Franklin St.
Room 214
Michigan City, IN 46360
(219) 872-5575

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Appendix 9-6 completed

13. Does Trainee observe safety rules and regulations? ____________________

14. Does Trainee accept constructive criticism? ____________________

15. In general, does Trainee have a positive work attitude? ____________________

16. Is Trainee prompt to work? ______ If not, does he/she call prior to starting time? ____________________

17. Is Trainee's attendance satisfactory? ______Yes ______No If no, please explain: ____________________

18. What recommendations would you make that would improve the performance of Trainee? ____________________
____

19. Do you and/or Supervisor have any suggestions for the program?__________
____
____

20. Was this a good match? ______ Is there opportunity for advancement? ___
____
____

21. Do you have any objections of my discussing this report with Trainee? If yes, explain: ____________________
____

MONITOR

Rate training program based upon observation. Explain in detail any strengths/weaknesses of Training Site. Include any problems not listed above:
____
____
____
____

Recommend Action (if any). Explain briefly: ____________________
____
____

____________________ ____________ ____________________
Signature of Monitor Site Date